DRAYTON VALLEY EDUCATION REVIEW

(SUMMARY REPORT)

REPORT OF THE

EDUCATION REVIEW COMMITTEE

ALBERTA EDUCATION

DECEMBER 1987

SUMMARY REPORT

BACKGROUND

The interest in local governance has generated three different studies by Alberta Municipal Affairs and, from the most recent study in 1986, the Minister of Municipal Affairs concluded that the formation of a municipal district was both warranted and feasible. The Minister will be recommending to the Lieutenant Governor in Council that a new district be established and incorporated effective January 1, 1989. The prospect of replacing the several municipalities with one district centered in Drayton Valley, has been viewed positively by local residents.

The formation of a new municipal district will have certain implications for the provision and delivery of education in all jurisdictions currently serving students in the Drayton Valley area. In addition, the Minister of Education has been receiving letters from parents who have expressed concerns, uncertainty and opinions regarding educational responsibilities after January 1, 1989. It is evident that a thorough and immediate education review be undertaken in the area.

EDUCATION REVIEW

The Review Committee's mandate was to investigate and examine all relevant issues relating to the formation of a new municipal district in the Drayton Valley area, with particular attention to the following options: continue to deliver education after the formation of the proposed municipal district by existing school jurisdictions without altering boundaries for school purposes (status quo); continue to deliver education after the formation of the proposed municipal district by existing school jurisdictions with some altering of boundaries for school purposes (status quo with minor boundary adjustments); or form a new school division with coterminous boundaries with the proposed municipal district.

REACTIONS TO THE OPTIONS

The majority of residents in the west-end of the respective counties were primarily concerned about the future of their local schools. Residents expressed varying degrees of satisfaction with particular educational services, programs and facilities, and were strongly supportive of their local schools and existing educational arrangements. Opinion was divided, however, in the Lindale, Breton and Alder Flats/Buck Lake areas regarding the inclusion of their area in the new district for municipal purposes. This divided opinion was also reflected in the options for educational governance in terms of the status quo versus inclusion in a new school division. The central issue, in this regard, was that the school attendance areas be maintained as they currently exist and that municipal boundaries be established along school attendance boundaries. From the committee's perspective, the inclusion or exclusion of the attendance area for school purposes was not as important to local residents, as the critical need to maintain the attendance areas to ensure the viability and continued operation of their local schools.

With respect to the official positions of the existing local authorities, the County of Parkland has taken a neutral position of this issue. The county also believes that residents in the area would be better served by the county with respect to education. The County of Leduc is strongly opposed to the potential loss of any territory, although it is prepared to consider adjustments in the extreme west-end, if the existing school attendance areas remain within its jurisdiction. The County of Wetaskiwin, while not in favour of any changes, is prepared to respect the wishes of local residents. Yellowhead and Improvement District No. 14 are opposed to the loss of any area to the new district, and Rocky Mountain House and the Municipal District of Clearwater are reluctant to lose any territory, but would be prepared to give up the Rose Creek area if the adjacent area in Wetaskiwin was also included in the new district.

ASSESSMENT OF EDUCATIONAL OPTIONS

Status Quo

The status quo option provides that the existing jurisdictions would continue to deliver education after the formation of a new municipal district and that boundaries for municipal and educational purposes would not be coterminous. The status quo approach would not affect the existing jurisdictions in terms of schools, enrolments, programs, facilities and transportation. There is a possibility that area residents could petition government to establish a county or a coterminous school division in the area. Depending on the location of boundaries, such a change could have an impact on the existing school jurisdictions and school attendance areas. While the status quo represents no major change in educational governance, apart from a change in representation to different local authorities, the status quo does not address the educational concerns and issues raised by local residents with respect to services, programs and facilities provided by the existing school jurisdictions.

Status Quo With Minor Boundary Adjustments

The second option is the status quo approach with minor boundary adjustments to accommodate and recognize the existing educational arrangements in the area. For example, since residents in the extreme west-end of the County of Leduc access Drayton Valley schools, it would be appropriate to include this area in the County of Parkland. Depending on the area included in any boundary adjustments, the impact would vary in terms of related educational issues and matters. The potential formation of a new county or school division would also have an impact, depending on the location of boundaries. While some educational arrangements would be formalized, the modified status quo approach would not address or resolve the other outstanding educational concerns and issues raised by local residents.

Formation of a School Division

The third option involves the formation of a school division that would have coterminous boundaries with the new municipal district. This option is also possible under the first two options if local electors petition government to form a division or county. While the extent of a new division is uncertain at this time, the following assessment of educational issues is provided with respect to the formation of a new division in the area.

1. Schools and Enrolments

The proposed "core area" for the new municipal district incorporates the entire school attendance areas for Drayton Valley, Tomahawk and Alder Flats/Buck Lake, excludes the Winfield area, and divides the Lindale and Breton attendance areas. The division of the Lindale and Breton attendance areas has serious implications for enrolments and programming, if not the long-term viability of the schools in the area. Local residents have indicated a strong desire to maintain the school attendance areas and, from the committee's perspective, would not be opposed to the inclusion of their area in the new division, if necessary to maintain these attendance areas. The proposed "core area", which would divide the attendance areas, would not be acceptable to residents in the Lindale and Breton areas.

The potential enrolment for a new school division would be as low as 1,653, if only Drayton Valley schools were included, and as high as 2,583, if all schools in the area were included. The maximum reduction for the existing jurisdictions would be 19% for Wetaskiwin, 11% for Leduc, and 17% for Parkland. In terms of future enrolments, the new school division should continue to have a relatively stable population.

2. Education Programs

Apart from the comprehensive programs available in the Drayton Valley schools, students in the west-end of Leduc and Wetaskiwin have limited educational opportunities, which are restricted as a result of location, distance and small enrolments. Regardless of what changes are made in terms of educational governance, the problems associated with small rural high schools will continue to exist.

Residents in the area would prefer to see an education system that provides maximum educational opportunities with minimum bussing. A larger school division, that incorporates all schools in the area, would have sufficient resources to maintain the existing small schools, subject to some centralization at the senior high level, and to explore innovative alternatives such as distance education and learning. If a large school division is not formed, the existing jurisdictions must look at alternatives that will pool and share resources to expand educational opportunities for students in the west-end of the three counties.

3. Finances

The financial impact of the formation of a new school division in the Drayton Valley area will vary, depending on the areas to be included in the new division. The new division's projected revenues and expenditures would be comparable to the other jurisdictions. Provincial sources of revenue would be higher than the provincial average, and local sources would be lower. The existing counties would experience a shift from local sources to provincial sources as a result of assessment loss to the new division. While the initial impact on the three counties would be lower overall costs, especially instructional costs, administrative and debt servicing costs would be proportionately higher.

The major financial impact will be in the area of assessment loss, which is summarized as follows: 19.5% for Parkland; 7.6% for Yellowhead; 2.0% for Rocky Mountain House; 19.1% for Leduc; and 21.5% for Wetaskiwin. The per pupil assessment loss is summarized as follows: Parkland $54,067 to $52,616; Yellowhead $84,584 to $78,151; Rocky Mountain House $85,196 to $83,526; Leduc $43,474 to $39,040; and Wetaskiwin $45,821 to $43,366. The new school division would have a potential assessment of $200,481,000 or $77,616 per pupil.

The distribution of assessment within the area has implications relative to the provincial collection and redistribution of corporate assessment, which essentially is the base for the School Foundation Program Fund (SFPF) levy. In summary, the existing jurisdictions have the following: 64.26% in Parkland; 80.93% in Yellowhead; 85.83% in Rocky Mountain House; 53.41% in Leduc; and 42.31% in Wetaskiwin. A new school division in the area would have 74.72% of its assessment subject to the SFPF levy as compared to 68.98% for the entire area under the existing jurisdictions. The impact of corporate assessment pooling would depend on how the provincial requisition is distributed to local jurisdictions and the local tax base that would remain. For example, if only the electric power and pipeline was collected and distributed provincially, the reductions in the assessment base would range from 25% for Wetaskiwin to 50% for Rocky Mountain House.

The redistribution of assessment between the existing and proposed jurisdictions would also have an impact on provincial equity funding, which assists school jurisdictions that have a low tax base, a sparse population, and are located in remoter areas of the province. In summary, the formation of a new school division in the Drayton Valley area would result in an estimated $141,896 in additional equity grants being paid to the existing jurisdictions.

4. Facilities

A new school division incorporating all schools in the area would have a net capacity of 3,500 student places, of which 75.63% would be utilized which compares favourably with the revised utilization rates of 78.33% for Parkland, 75.77% for Leduc, and 75.40% for Wetaskiwin. The new division would assume $14,471,648 in outstanding debt, of which 73.9% ($10,697,392) is supported by the provincial government. The unsupported debt for the new division would be approximately $1,461 per pupil. In comparison, Parkland's unsupported debt per pupil would increase from $3,642 to $4,005; Leduc's from $2,014 to $2,469; and Wetaskiwin's from $782 to $958.

5. Transportation

The problems associated with the west-end of the counties of Leduc and Wetaskiwin, in terms of natural barriers and road patterns, will not change if a new school division is formed. As for changes in the various transportation system, all jurisdictions will experience improvements in load factors, costs per kilometres, and the level of government support. Parkland will continue to operate the largest system in terms of eligible kilometres and load factors. The new school division, while having the largest number of buses, will have the second longest system in terms of eligible kilometres. It is anticipated that revenues, costs and load factors for the new system will compare favourably with the existing systems.

RECOMMENDATIONS

The Review Committee is of the opinion that changes in educational governance at the local level are appropriate, if not warranted, to complement the changes in municipal governance. It is evident that changes in the area are inevitable and with the prospect of subsequent changes in the future by way of petitioning by local residents, the Review Committee believes that it is appropriate to recommend changes that will address the immediate and future educational needs, desires and requirements of the students in the area. Therefore, the committee recommends:

1. **That a new school division be formed in the Drayton Valley area, effective September 1, 1989, incorporating the school attendance areas of Drayton Valley, Tomahawk, Lindale, Breton, Winfield, Buck Lake and Alder Flats.**

The Review Committee is of the opinion that, if changes are inevitable, students and residents would be better served by a new school division that would preserve the existing schools and school attendance areas. Students and residents in a new school division would have a comparable educational system to what they currently have within the existing counties in terms of enrolments, programs and facilities. A new school division would have sufficient resources, both locally and provincially, to maintain if not improve the level of services, programs and facilities provided to students in the Drayton Valley area.

Residents have expressed divided opinions regarding the inclusion of their area in the new division, the Review Committee believes that all schools and school attendance areas should be included in the new school division. A larger division would have sufficient resources to facilitate the sharing of services and programs in the area, if not program consolidation which was central to the Pendryl proposal for the Winfield, Alder Flats and Buck Lake areas. The inclusion of both Winfield and Breton would expand the educational opportunities available to the students and residents of the west-end of Leduc and Wetaskiwin.

In term of impact, the existing counties would experience a proportional reduction in revenues and expenditures relative to enrolments, with the exception of higher per pupil expenditures relating to administration and debt servicing. The major impact, however, would be in the area of assessment loss which is not proportional to the enrolment loss, but slightly higher. While the counties would receive some compensation in the form of equity funding, the total loss of assessment would not be recovered unless a greater local effort is made with respect to higher mill rates.

The Review Committee primarily addressed educational issues from the perspective of educational services to students and residents in the area. In this regard, Yellowhead and Rocky Mountain House are involved, but not in terms of educational services. The inclusion of the Rose Creek area in the new division, would not have a significant impact on the Rocky Mountain House School Division because the assessment loss is only 2% of the division's total assessment. As well, both Rocky Mountain House and the Municipal District of Clearwater are prepared to give up the area, if the adjacent area in Wetaskiwin is included in the new division.

In terms of the Yellowhead School Division, the assessment loss is not significant in comparison with the counties (for example, 7.6% as compared to an average of 20% for counties). However, Yellowhead's per pupil expenditures would remain the same, while its per pupil revenues would decrease, unless additional taxes are levied at the local level. The inclusion of Range 11 or 12 would result in an estimated additional $42,303 being paid to Yellowhead under equity grants. If these areas are not included, the new division would continue to have a significant assessment base of $171,583,000 which, in terms of a per pupil assessment of $66,428, would continue to exceed the provincial average and the per pupil levels for the existing three counties. Therefore, the Review Committee does not believe there is a need to include either Range 11 or 12 of Yellowhead School Division.

The status quo options, whether minor boundary adjustments are made or not, could be pursued in the area. However, it is likely that the resulting crossing of municipal and educational responsibilities would prove to be inefficient and ineffective, as well as unacceptable to area residents. It is likely that, after a period of time, local residents would petition government to establish a coterminous school division or county. Depending on the location of boundaries, the formation of a coterminous school division could affect the existing school attendance areas and schools. In this regard, local residents have expressed strong support for maintaining these attendance areas and, from the Review Committee's perspective, would not oppose the inclusion of their respective areas in a new municipal district, if it was necessary to maintain the school attendance areas.

The Review Committee concludes that the status quo option would not be an appropriate or acceptable long-term solution for the area. It would, therefore, be more appropriate for local governance and administration to be integrated for both municipal and educational purposes within a defined geographic unit. A distinct school division/municipal district would be more appropriate in terms of local representation and governance, administrative efficiency and effectiveness, and the relationship between taxation and services being provided within a distinct geographical unit. Therefore, the Review Committee recommends:

2. That the new school division boundaries be coterminous with the boundaries for the municipal district.

The Review Committee also recognizes that the views and opinions expressed by area residents were divided with respect to whether the matter was a municipal issue or a municipal-educational issue, and whether their area should be included in a new division. Residents have indicated that the previous studies, petitions and plebiscites focussed specifically on the municipal issue and, at that time, residents did not address or consider the educational issue. As a result, local authorities and residents have expressed a desire to be consulted with respect to the committee's recommendations. Therefore, the Review Committee recommends:

3. That the Report of the Drayton Valley Education Review Committee be referred to the local M.L.A.'s, school and municipal authorities, and residents, in addition to Alberta Municipal Affairs, for discussion and input prior to implementing the Review Committee's recommendations.

AREAS REQUIRING FURTHER ACTION

Regardless of whether the status quo is maintained, or a new school division is formed, the existing educational programs and facilities require immediate improvement and enhancement to provide adequate and acceptable educational opportunities and learning environments to students in the area. Therefore, the Review Committee strongly encourages the following actions:

1. That the current or future school authorities review the existing high school programs in the Alder Flats, Winfield and Breton areas with a view to the potential for restructuring or consolidating programs in the area, the opportunities for sharing programs, services and resources between jurisdictions, and the opportunities related to the application of distance education and learning strategies in the area.

2. That the current or future school authorities modernize and upgrade the small rural schools in the area to reasonable and acceptable levels, and to examine the potential for school consolidation or centralization, especially at the high school level.

The Review Committee recognizes and acknowledges that Leduc and Wetaskiwin will experience a reduction in local wealth and capacity to raise additional funds to meet any shortfalls. The long-term financial ability of Leduc is also questionable if the City of Leduc annexes the International Airport and the Nisku Industrial Park, and if the province implements the corporate assessment pooling proposal (removing the Genesee plant from its tax base). Consequently, it may be appropriate to address certain options for the Leduc-Wetaskiwin area in the future, and it may be appropriate to address the long-term option of conducting a provincial review of municipal and educational boundaries.

TRANSITIONAL CONSIDERATIONS

The Review Committee recognizes that there are a number of outstanding issues that need to be addressed within the context of implementing any educational and municipal changes. These transitional considerations include:

1. The determination and definition of area to be included in the new division and district for purposes of establishing boundaries.

2. The specification of effective dates and mechanics of incorporation (for example, January 1, 1989 for the new municipal district and September 1, 1989 for the new school division).

3. The determination and distribution of assets and liabilities between the new and former school and municipal authorities (with particular attention to facilities and outstanding debt).

4. The resolution of other transitional issues relating to the revision of the tax assessment roles, the election of local officials, and the establishment of central administrations for the new school and municipal authorities.

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CHAPTER I

INTRODUCTION

BACKGROUND

With the discovery of the Pembina oil field in 1953, Drayton Valley experienced a period of rapid, and then sustained growth to become the service centre for the surrounding rural areas. Currently, urban residents in Drayton Valley enjoy the benefits of a town council, while rural residents are under the municipal jurisdiction of several local authorities, centered some distance away to the east in Stony Plain, Leduc and Wetaskiwin. Rural residents, however, have had a long-standing interest in achieving local government because they believe their needs for improved roads and other municipal services would be served better by having a local municipal authority. Since the majority of rural residents use Drayton Valley as their service centre, it would be more convenient to have a municipal jurisdiction located there as well.

The interest in local governance has generated three different studies by Alberta Municipal Affairs and, from the most recent study in 1986, the Minister of Municipal Affairs concluded that the formation of a municipal district was both warranted and feasible. The Minister will be recommending to the Lieutenant Governor in Council that a new district be established and incorporated effective January 1, 1989. The prospect of replacing the several municipalities with one district centered in Drayton Valley, has been viewed positively by local residents.

This interest in local governance has stemmed primarily from municipal rather than educational concerns. A recent survey conducted by Alberta Municipal Affairs indicated that the majority of residents in the proposed municipal district were supportive of the existing school jurisdictions and did not want to see any changes in school jurisdiction boundaries. While current legislation permits such an arrangement for school purposes, in practice, no precedent exists within the province. As a result, attention needs to be given to identifying how the formation of the proposed municipal district will affect the delivery of education to students in the area currently administered by the County of Parkland, County of Leduc and County of Wetaskiwin.

Adjustment of school jurisdiction boundaries for educational purposes around Drayton Valley may also have some merit. Geographically, some students in neighbouring jurisdictions may be better served by schools in Drayton Valley. In 1975, such a situation was recognized by Alberta Education when the Minister of Education directed that students in the western end of the County of Leduc attend school in Drayton Valley and that the County of Leduc would be responsible for the tuition fees assessed by the County of Parkland. Since this arrangement continues to date, it may be appropriate that the boundaries be adjusted to include this area as part of the County of Parkland for educational purposes. If existing jurisdictions are to continue their responsibility for education within the proposed municipal district, it is important to examine the possibility of boundary adjustments for school purposes.

In the final analysis, it may be more practical and appropriate to establish a school division with coterminous boundaries with the municipal district. This option, however, may cause concern with parents who are satisfied with the existing school jurisdictions and who do not favour the formation of a new school division.

The location of municipal and school boundaries may have a significant impact upon existing or proposed school operations. For instance, the County of Leduc has questioned the operation of the high school at Breton in the past but, as a result of parental pressures, has continued its operation. If school division boundaries cut into the Breton attendance area, its operational efficiency would be reduced further. In the case of the County of Wetaskiwin, the final location of boundaries could have an impact on the programs at Buck Lake, Alder Flats and Winfield, and could possibly endanger the viability of the proposed school at Pendryl. Therefore, it is essential that the effects of a new school division upon existing schools and programs be examined fully and carefully.

In summary, the formation of a new municipal district will have certain implications for the provision and delivery of education in all jurisdictions currently serving students in the Drayton Valley area. In addition, the Minister of Education has been receiving letters from parents who have expressed concerns, uncertainty and opinions regarding educational responsibilities after January 1, 1989. It is evident, therefore, that a thorough and immediate education review be undertaken in the area.

EDUCATION REVIEW COMMITTEE

In response to the need for a thorough and immediate education review, the Minister of Education appointed the following Education Review Committee to undertake the review in the area:

Frank Blonke - Chairman
Education Consultant,
Edmonton Regional Office of Education

Matt Monaghan
Field Administrative Officer,
School Business Administration Services

Wilf Green
Policy Officer,
Planning and Policy Secretariat

Sylvia Veillette
Administrative Assistant,
School Business Administration Services

Kelvin Hussey
Special Assistant to the Assistant Deputy Minister,
Finance and Administration

PURPOSES OF EDUCATION REVIEW

The Review Committee's mandate was to investigate and examine relevant and pertinent issues relating to the formation of a new municipal district in the Drayton Valley area, with particular emphasis upon how the formation will affect the provision and delivery of educational services to students in the area currently administered by the counties of Parkland, Leduc and Wetaskiwin. Specifically, the Review Committee was directed to:

1. Examine the feasibility of continuing to deliver education after the formation of the proposed municipal district by existing school jurisdictions without altering boundaries for school purposes.

2. Examine the feasibility of continuing to deliver education after the formation of the proposed municipal district by existing school jurisdictions with some altering of boundaries for school purposes.

3. Examine the feasibility and implications of establishing a new school division with boundaries coterminous with the proposed municipal district.

EDUCATIONAL ISSUES

With respect to the various educational options cited above, the Committee was directed to address the following educational issues:

1. Examine the legal and logistical implications for the continued delivery of education by existing school jurisdictions following the formation of the proposed municipal district.

2. Assess the wishes of parents with respect to where they want their children to attend school.

3. Assess the potential impact that changing attendance areas will have upon the relationship between the school and the community.

4. Assess the effect that any change in attendance areas will have upon students, school enrolments, schools and programs, with particular attention to the existing schools and programs at Alder Flats, Buck Lake, Winfield, Breton, Lindale, Tomahawk and Drayton Valley, including the effects upon existing high school programs and the viability of the proposed school at Pendryl.

5. Assess the financial implications upon education resulting from possible boundary changes to existing school jurisdictions, including the formation of a new school division, with particular attention to the revenue loss or gain to jurisdictions affected by possible boundary changes, and to the financial viability of a new school division.

6. Examine the current transportation patterns and systems to assess the effect of any change in boundaries, including the formation of a new school division.

7. Examine the existing and potential facilities requirements.

8. Examine any other matter or issue, whether or not specified, which is considered essential to the review of educational services in the Drayton Valley and surrounding areas.

EDUCATION REVIEW PROCESS

To facilitate the undertaking of the education review, the Committee was directed to:

1. Meet with officials of Municipal Affairs and research any necessary documentation relative to the review.

2. Meet with school and municipal officials of the County of Parkland, County of Leduc, County of Wetaskiwin and Yellowhead School Division.

3. Advertise for and hold public meetings at Alder Flats, Buck Lake, Winfield, Breton, Lindale, Tomahawk and Drayton Valley, and to arrange to meet with individuals or groups who may wish to express their views in private.

4. Submit a report to the Minister of Education, complete with recommendations, by November 30, 1987.

CHAPTER 2

THE MUNICIPAL PERSPECTIVE

INTRODUCTION

While the Drayton Valley Education Review focuses primarily upon the educational issues associated with the formation of a new municipal district in the Drayton Valley area, it is equally important to examine the municipal perspective. Such a perspective is necessary in order to gain an understanding and appreciation of the overall context within which the education review was conducted. In this regard, the chapter examines the historical background of previous attempts for local governance and, more importantly, the respective reactions of the public and local authorities toward the formation of a new municipal district. As well, the chapter examines the proposed "core area" and "option area" for the new municipal district.

BACKGROUND

The desire for local governance dates back to the early 1970's when residents from the western ends of the three counties of Parkland, Leduc and Wetaskwin, petitioned government for a separate county centered in Drayton Valley. The central concerns expressed by petitioners dealt with their general dissatisfaction with road conditions and the allocation of funds for road purposes; the direction of services from county seats far removed from the economic and cultural centre of the community they related to out-dated school boundaries, inadequate agricultural services, and a lack of recreation facilities. In response to the petitioners, the provincial government appointed the Leslie Committee in 1973 to investigate the matter. While the committee's interim recommendation favoured the formation of a new county, the apparent need for change was reduced significantly by 1976 as a result of the actions by the existing municipal authorities to improve services and to deal with a particular schooling issue.

In 1977, the formation of a new county in the Drayton Valley area was the subject of a study by Alberta Municipal Affairs with respect to a financial impact assessment. While residents of a new county would benefit from reduced taxation, it would be at the expense of the residents remaining in the existing municipal jurisdictions which would experience unacceptable tax increases. As a result of the adverse financial impact, Alberta Municipal Affairs did not actively pursue the proposal at that time.

The interest in local governance was renewed again in October 1984, when the Minister of Municipal Affairs initiated a feasibility study concerning a separate local government for the Drayton Valley area. The feasibility study, released in March 1986, indicated that some form of local government over areas of varying extent was feasible and warranted. While various options of local government were considered, it was decided that, at least initially, a municipal district would be formed. However, there has been a lack of consensus on what peripheral areas, outside of an accepted "core Parkland area," should be included or excluded in the final boundary determination.

PUBLIC REACTION TO THE PROPOSED MUNICIPAL DISTRICT

The government's position on the matter was that future action would depend on the wishes of the people in the area. The feasibility study was prepared as an information service to area residents to facilitate public debate and review. It was not until the organization of a major petition by western ratepayers that Municipal Affairs conducted a plebiscite to determine the level of support for the formation of a new municipal district in the Drayton Valley area.

Pre-Plebiscite Petitions

Ratepayers of Improvement District No. 14 pressed the I.D. Advisory Council to facilitate a petition to communicate their opposition to any encroachment by the proposed municipality into the I.D. The petition, conducted in May and June 1986, was signed by approximately 10% to 15% of resident electors in the area, including approximately 50% of the resident electors in the eastern part of the I.D. bordering Drayton Valley. It was concluded that there was no desire, on the part of Chip Lake area residents, to be included in the new Drayton Valley area municipality.

The Yes Group of Western Ratepayers launched a petition in June 1986 requesting the provincial government to hold a system of plebiscites to determine the level of support for a new municipal district. Approximately 43% of the eligible voters signed the petition in support of a government-sponsored system of plebiscites to decide the question; yes or no. Participation in the petition was high in the Cynthia, Easyford, Moose Hill and Breton country areas, as well as in the area from Violet Grove through Buck Creek to Carnwood and Alsike. Weak responses however were registered in the Rocky Rapids, Tomahawk, Berrymoor and Lindale areas to the north, and in the Lodgepole, Alder Flats, Buck Lake and Winfield areas to the south.

The Plebiscite

The plebiscite sponsored by Alberta Municipal Affairs was held on September 15, 1986, with a voter turnout of approximately 45% of the estimated eligible voters. The two Leduc voting subdivisions registered the highest turnouts with approximately two-thirds of the eligible voters, whereas, Parkland registered the lowest turnout with approximately one-third of the eligible voters It is noteworthy that the Leduc County Council and Board of Education mounted a major campaign in its defence, involving several public meetings in the area, prior to the plebiscite. In the case of Parkland, there was limited pre-plebiscite activity, partly because of the county's neutral stand on the issue.

The results of the plebiscite indicated that overall Parkland vote was strongly in favour of inclusion in the new municipal district, although Tomahawk voted strongly against inclusion and Moon Lake was split on the issue. While the overall Leduc vote did not reveal any clear indication either way, a strong majority in Berrymoor, Buck Creek and Moose Hill voted in favour of inclusion, whereas Alsike and Breton country were firmly against inclusion. The voters in Lindale were marginally against inclusion while the voters in Carnwood showed no clear preference either way. No clear indication, either way, was also revealed by the overall vote in Wetaskiwin, with Alder Flats marginally in favour and Buck Lake firmly against inclusion in the new district.

Post-Plebiscite Petitions

A number of post-plebiscite petitions were conducted in various rural areas surrounding Drayton Valley. The Moose Hill District of Leduc and the North Norbuck District of Wetaskiwin submitted petitions with strong majorities of eligible electors requesting that their area be included in the proposed municipal district. On the other hand, petitioners from the Tomahawk area of Parkland, the Breton East District of Leduc, and the Lindale School attendance area of Leduc, all supported the status quo in terms of remaining under the municipal authority of the existing county administrations.

REACTIONS OF LOCAL AUTHORITIES TO THE MUNICIPAL PROPOSAL

Improvement District No. 14

Municipal and industrial interests within Improvement District No. 14, led primarily by the I.D. Advisory Council, were not opposed to the formation of a new municipal district in Drayton Valley. They were, however, opposed to the possibility of losing territory to the proposed municipal district, resulting in either taxes being increased or services being reduced. The Chairman of the I.D. Advisory Council concluded that the Drayton Valley area, excluding any portion of I.D. No. 14, had sufficient assessment to form its own local government. The Yellowhead School Division also registered its concern about the possibility of the proposed municipal district encroaching on its assessment base. The division's reaction was based upon their perception that the new district would eventually become a county or a coterminous school division, both of which would dimish its assessment.

The County of Parkland

Both the Parkland County Council and Board of Education adopted a neutral position with respect to the formation of a new municipal district in Drayton Valley. Elected officials have expressed concern that they have not been kept properly informed about the progress in reaching a decision on the matter and that it is becoming difficult to properly administer the county because of the uncertainty of the situation. The Board of Education also expressed concern as it relates to undertaking the required five-year educational planning process. In general terms, the County Council and Board of Education wanted to see the matter settled, with changes made sooner rather than later.

Apart from the Yes Group activity and the Tomahawk petition, there has been limited public reaction from the Parkland area. The Town of Drayton Valley did write to the Minister of Municipal Affairs, urging the provincial government to resolve the matter, which has caused local dealings between the town and the surrounding counties to come to a standstill.

The County of Leduc

Both the Leduc County Council and Board of Education have, from the outset of the study, been adamantly opposed to any loss of jurisdiction to a new local government to be formed in the Drayton Valley area. The Board of Education's main objective is to prevent any part of either the Lindale or Breton school attendance areas from being incorporated into the new municipal district. The county believes that once the municipal district is formed, it will eventually apply for county status, or will form a coterminous school division. If either

of these scenarios are implemented, the Leduc County school system would be reduced significantly. The county also believes that concerns regarding educational governance have been downplayed, if not ignored, and consequently, prior to any final decision being made, a detailed study of the effects on the school system should be undertaken.

The Village of Breton also supported the County of Leduc's position with respect to the proposed new municipal district, especially the need for further study prior to a decision being made. A central concern for the Village Council has been the long-term viability of the local high school; should it or part of its attendance area be included in a new municipal district. The village did acknowledge that the west-end voters favoured inclusion in the new district and should be granted that choice.

The County of Wetaskiwin

While there has been limited formal or documented reaction from the west-end of the County of Wetaskiwin, the County Council has expressed concern about the potential effect the proposed municipal district would have on the county's school system. The County Council and Board of Education have recommended that the formation of a new municipal district be placed on hold until a thorough review of the implications upon the county and other municipalities, including the implications for the various school systems in the area, has been done.

The Municipal District of Clearwater

The Rose Creek area of the Municipal District of Clearwater is a small and virtually uninhabitated area. The Municipal Council is on record, in terms of a recent annexation bid by the County of Wetaskiwin, as being opposed to losing control over this area. There has been no official communication from the district on this issue since the release of the main feasibility study.

AREA DEFINITION

While the intended form of government, namely, a municipal district, is fairly firm, the precise area and extent of the proposed municipal district needs to be finalized. The Minister of Municipal Affairs has proposed a "core area" and an "option area" for the new district. The Minister is prepared to consider adjustments to the proposed "core area" with respect to the immediate fringe areas on either side of the boundary, and to whether all or part of the "option area" will be included or excluded in the new district. The existing and proposed local jurisdictions are presented in Appendix A: Map 1 highlights the existing municipal and school authorities, and Map 2 highlights the proposed "core" and "option" areas for the new municipal district.

"Core Area"

Currently, the proposed "core area" incorporates certain parts of Improvement District No. 14 north of Cynthia and south-west of Lodgepole. The Parkland component incorporates the area that corresponds closely to the Drayton Valley senior high school attendance area. With the exception of the Tomahawk and Moon Lake areas, there is strong support for inclusion in the proposed district. The inclusion or exclusion of the Tomahawk and Moon Lake areas will require further consideration.

Within the County of Leduc, the Moose Hill, Berrymoor and Buck Creek areas have expressed a strong desire to be included in the new municipal district and, as a result, have been included in the proposed "core area." Berrymoor is part of the Lindale School attendance area and Moose Hill is part of the Breton attendance area. Should these areas be excluded for educational purposes, if and when a county or school division is formed in the Drayton Valley area, there will be implications for the existing schools in both Lindale and Breton.

The plebiscite in the Wetaskiwin area did not reveal any clear direction with respect to inclusion in the proposed municipal district. To facilitate a clear decision in this regard, the Alder Flats/Buck Lake area has been included in the proposed "core area." As well, the North Norbuck area, which closely aligned with the Moose Hill District of Leduc, and the Rose Creek area of the Municipal District of Clearwater have been included in the "core area" of the proposed district.

"Option Area"

The "option area" for the new municipal district includes the remaining portion of Improvement District No. 14 to west of Range 14. The "option area" is virtually devoid of population, but rich in industrial assessment. The rationale for including this area in the new district is that Drayton Valley is the primary service centre for the area's oil fields, as well as the educational centre for the Brazeau Reservoir area. Incorporation of the "option area" requires further examination in terms of the green area issue, and the tax shift equity issue.

CHAPTER 3

THE EDUCATION REVIEW - LOCAL INPUT

INTRODUCTION

An integral part of the Drayton Valley Education Review process was the opportunity for local residents and authorities to provide input to the Review Committee on educational matters and issues relating to the formation of a new municipal district in the Drayton Valley area. This local input was essential in terms of developing recommendations for an appropriate course of action that will be fair, reasonable and in the best educational interests of all students in the area, and that will respond to the aspirations, interests and concerns of local residents and authorities.

ADVANCE CONSULTATION

To facilitate the process, the Review Committee met with local school and municipal authorities that would be affected by the formation of the proposed municipal district in the Drayton Valley area. Initial meetings were held with educational administrators to review the terms of reference for the study. Subsequent meetings were held with county councils and boards of education, in addition to Alberta Municipal Affairs, to review and examine related educational issues and matters.

The County of Leduc

The County of Leduc, which was represented by the superintendent and secretary-treasurer at the initial meeting, was in agreement with the need to undertake the education review. The county's opposition to the formation of a new municipal district was based on the loss of county territory to the new district and the belief that it would eventually form either a county or a coterminous school division. To discourage the formation of a county, it was suggested that non-coterminous boundaries be established. If changes were to be made, the county should have a "time certain" arrangement in which they would be responsible for the provision of education in the area to be included in the new district. A suggested alternative would have an existing county assume responsibility for the delivery of education to the students in the entire area.

Several concerns and issues were raised at the subsequent meeting with the Leduc County Council and Board of Education regarding the formation of a new municipal district in the Drayton Valley area and the provision of education to the area. Frustration was expressed by some about the way the municipal study was done and with respect to their belief that any input from the county would largely be disregarded. Frustration was also expressed about the uncertainty of the current situation as it relates to the location of boundaries and the impact that any changes will have on the county and its school system. This uncertainty has made it extremely difficult to plan effectively or to undertake substantial modernization of facilities in the west-end, especially if there is no specific, "time certain" arrangement regarding responsibility for the education of students in the area.

The county was of the opinion that the west-end has not been mistreated or ignored. Rather, the county has established a balanced education system and has supported the small schools in the west-end. Concern was expressed that any boundary changes in the west-end would have implications for the school attendance areas and the viability of the schools themselves. As such, the county did not favour coterminous boundaries, but preferred a creative solution to the matter. The establishment of a provincial boundaries commission was suggested as an appropriate long-term solution.

The County of Wetaskiwin

Similar to the County of Leduc, the County of Wetaskiwin was supportive of the education review. While the necessity of further public meetings was questioned, it was noted that the school issues should have been considered at the same time as the municipal question. It was noted that, if a part of the county is removed for municipal purposes, it should also be excluded for school purposes. If the county is to continue administering the area for school purposes only, then it would like to have a "time certain" arrangement to facilitate and permit the county to plan and undertake long-range educational commitments.

From the perspective of the Wetaskiwin County Council and Board of Education at the subsequent meeting, the critical issue was the location of the municipal boundaries and whether a school division would be formed. It was the county's feeling that a county would eventually be formed in the area. Regardless of the options, the west-end schools were experiencing declining enrolments, thereby raising questions and concerns about the viability of these small schools as well as the proposed high school at Pendryl.

While the county's first preference was to maintain the status quo, their second alternative would have the boundaries located on the east of Buck Lake. Either of these alternatives would cause little disruption to the people in the area and, with the second alternative, the county would not experience a significant assessment loss. Furthermore, the county considered the matter of coterminous boundaries to be an important issue and, consequently, it would be appropriate to base municipal boundaries on school attendance areas.

The County of Parkland

At the initial meeting with the county's educational administration, support was expressed for the education review, especially the need for public meetings to discuss the educational issues as well as to determine the wishes of parents in terms of the school and school jurisdiction they want their children to attend. Specific concerns were raised with respect to the future capital projects for the Tomahawk and Eldorado schools, as well as to the future relationship with the separate school system in the area as it relates to the nil tuition agreement. The county administration also proposed that an existing jurisdiction (for example, Parkland) assume responsibility for education in the entire area.

Local officials, at the subsequent meeting with the Parkland County Council and Board of Education, raised a number of questions and concerns relating to the location of boundaries and whether the boundaries would conform to school attendance areas. Any changes in the west-end of the county could affect

the level of services that could be provided by the county. (For example, the county could not downsize any further and continue to provide the same level of service with a reduced student population and assessment base.) The county emphasized that they have made a long-term commitment to the pupils in the area. *If they are to continue being responsible for education* in the area, they would require a "time certain" guarantee or arrangement.

The Yellowhead School Division

The division's superintendent and secretary-treasurer, at the initial meeting, expressed support for the review as well as for the public meetings which would give local residents an opportunity to express their views on the alternatives available. The division's administration and elected officials expressed concern about the inclusion of the "option area" in the proposed municipal district. If the "option area" is included, the division would lose a significant level of assessment which, in turn, would result in reduced revenues, but not reduced expenditures. A significant loss of assessment, especially when there are no alternate sources of revenue short of increasing taxes, would eventually result in reduced levels of services and lower standards than the parents and students have been accustomed to receiving in the past. Therefore, the well-being of pupils within existing jurisdictions should be foremost, as opposed to financial considerations, and assessment grabs should not be allowed. The division's stated preference is that the division's boundaries remain intact, with the exception of the areas included the "core area" of the proposed district.

The Rocky Mountain House School Division

While the division did not have any pupils in the Rose Creek area, their concerns were primarily financial in terms of assessment loss. It was suggested that residents may not want to form a county because representation on a school division would be more equitable. It was also noted that some residents in the Alder Flats/Buck Lake area would prefer a choice among the following options: the proposed municipal district; the Rocky Mountain House School Division/M.D. of Clearwater; and the status quo.

Alberta Municipal Affairs

During the meetings with local authorities, it was suggested that the economic situation required further examination. In a subsequent meeting, Alberta Municipal Affairs noted that the municipal study was completed during better economic times. While the area is rich in assessment, the area's wealth would be reduced if the corporate assessment pooling proposal was implemented. As a result of the changing economic environment, local residents may begin to question the future prospects with respect to financial implications and viability.

It was also noted that the location of the boundaries for the proposed municipal district was a critical but unresolved matter especially in terms of the relationship to school attendance areas. If attendance areas are divided by municipal boundaries, schools could be placed in jeopardy if the municipal boundaries also become the school boundaries. Therefore, the Review Committee could define jurisdictional boundaries for educational purposes, and then examine different scenarios that address coterminality.

Drayton Valley Roman Catholic Separate School District

Trustees and administrators for the Drayton Valley Roman Catholic Separate School District were supportive of the review, as the issue does affect the school district's operations. It was noted that the district currently has a nil tuition agreement with Parkland and a new jurisdiction may not desire the same arrangement. Officials did express the need to focus the review on the interests of students and, in this regard, what is best for the students in the area has a bearing on the decisions to be made.

PUBLIC MEETINGS

An important issue addressed within the context of the education review relates to the effect that any change in boundaries and attendance areas will have upon schools and programs in Alder Flats, Buck Lake, Winfield, Breton, Lindale, Tomahawk and Drayton Valley. To facilitate local input, it was decided that public meetings would be held in each of the local school communities. A public notice, presented in Appendix B, was published in the Western Reporter (Stony Plain), the Western Review (Drayton Valley), the Wetaskiwin Times Advertiser, and the Leduc Representative for two consecutive weeks prior to the public meetings. The public notice was also distributed to parents through the schools in each local community. As indicated in the notice, the public meetings provided individuals and groups with an opportunity to express their views to the committee in private.

Drayton Valley

The Town of Drayton Valley is considered to be the trade and service centre for the area defined for the proposed municipal district. As noted at the meeting, the Drayton Valley schools, especially the high school, also serve as the educational centre for the Tomahawk area and the western parts of the counties of Leduc and Wetaskiwin. Non-resident attendance in Drayton Valley is related in part to the accessibility of vocational and special education programs. A further factor is associated with parental choice which, in most cases, is related to the fact that many of the parents either work or access services in Drayton Valley.

While area residents are satisfied with the educational services provided by the County of Parkland, the reverse is true in terms of municipal services. Residents tend to feel alienated from the county because of distance, and ignored in terms of the level of municipal services provided to the west-end. It was suggested that a careful examination of revenues and expenditures for the past ten years would reveal a disproportionately low spending to assessment ratio for the west-end. The major concern expressed by residents dealt with the uncertainty of future educational services in the Drayton Valley area following the formation of a new municipal district.

The uncertainty of the situation also raised a number of unanswered questions regarding possible changes in the delivery of educational services to Drayton Valley and the ability to maintain the present level of quality education. The financial viability of a smaller jurisdiction was questioned in terms of its ability to maintain the level of support services to staff and students, the current pupil-teacher ratios, and the current level of programs and services to students with special needs.

While coterminous boundaries were viewed as the best approach in terms of defining educational jurisdiction and responsibility, caution was expressed that the location of boundaries could have a significant impact on the delivery of education in the surrounding area. For example, parents in the Tomahawk area were concerned that their children may be directed to attend the high school in Seba Beach as opposed to Drayton Valley. Furthermore, a change in jurisdictional boundaries would have an impact upon existing tuition agreements, especially the nil tuition agreement with the Drayton Valley Roman Catholic Separate School District.

The Parkland County Council and Board of Education were well represented at the public meeting. County officials responded to a number of inquiries which were raised, and indicated their willingness to have Parkland continue providing educational services to the area. If the county was to continue providing educational services, a "time certain" arrangement would be required, said a county official. It was suggested that there were certain advantages of remaining with the Parkland system. For example, the county provided a quality education to its students and, by its financial ability to purchase services such as speech therapists or physiotherapists, the special needs of students could be addressed more readily.

Views expressed at the meeting corresponded to views expressed during the municipal study, that local residents were satisfied with the existing arrangements in terms of education, and do not necessarily want any changes. The level of dissatisfaction with municipal services has prompted, and will result in, changes at the municipal level. In this regard, it was suggested that the municipal issue should be settled prior to addressing the educational question. Once the municipal issue is resolved, boundaries for educational purposes could be adjusted at a later date, if necessary.

A related, but indirect concern was raised with respect to the relationship with the Pembina Education Consortium which serves the area. The consortium would like to see the productive and cooperative working relationships continue with the existing, or new, educational organizations in the area. The consortium also addressed the need for efficient use of resources and facilities through sharing or joint efforts. While focussing on the delivery of further education, the consortium approach may provide some opportunities and solutions to meeting the educational needs of students in the area.

Tomahawk

As noted in one submission to the committee, the desire for local control over municipal and school affairs has never died or been put aside in the area, although past attempts have been unsuccessful. While the central focus of recent lobbying has been on municipal matters, it was noted that educational concerns were similar to municipal concerns. Concern was expressed about the ability of a central administration, some ninety miles away, to respond with complete understanding to the social, economic and regional problems that occur, especially when the majority of councillors and trustees reside in the east-end. As a result of the eastern predominance, local residents perceive a Drayton Valley versus Stony Plain/Spruce Grove split. The push for local governance, is based primarily on the aspirations of local residents to be "masters in their own region."

Concern was also expressed about the treatment of the west-end by the county. It was noted that taxes from the area have supported the east-end to the detriment of the west-end, especially if one compares east-end schools with west-end schools. Local residents believe that funds have been spent to build modern, well-equipped schools in the east-end, but spend as little as possible on the schools in the west-end. Additional concerns were raised about the recent cut-backs in funding and declining enrolments in the area, both of which have had an impact on the schools in terms of split grades, larger class sizes, and their viability.

The long-term viability of the Tomahawk School was raised in relation to the location of boundaries. The critical concern for most area residents related to the possibility of school closure and the possibility that their children may be directed to attend the high school in Seba Beach as opposed to Drayton Valley. Local residents preferred that their children stay at Tomahawk for elementary and junior high education, and travel to Drayton Valley for high school because of the high quality of education, better teachers, and more program options. The critical question, therefore, was whether the northern boundary would be located at Highway 624, or 627.

The initial preference of local residents, as expressed at the meeting, was to remain within the county system, unless the boundary location would restrict their choice. In order to retain access to Drayton Valley for education, local residents emphasized the need to have the boundary located at Highway 627. Residents speculated on whether they would be better served by a new district and whether a new district would provide better services, facilities and programs to their area. Further questions were raised regarding the attitude of county officials; the extension of educational services by a county into a municipal district; the collection and retention of school taxes locally; and, the future prospects of inclusion or exclusion in the new municipal district.

Local residents were looking for a long-term guarantee that they would continue to have access to Drayton Valley for education. The county, on the other hand, required a long-term commitment or arrangement with respect to the Tomahawk area in order to permit long range planning for the delivery of education in the area. Some residents suggested that educational boundaries should not delay the establishment of the municipal district, and that boundaries should eventually be coterminous. The county issue could be settled at a later date. The view was expressed that something was going to happen, sooner or later; therefore, it would be appropriate that the entire matter of municipal and school boundaries be addressed now, especially if there is a potential for a county to be formed later.

A further concern to some residents was whether they had voted on the boundary location and who had made the decision. It was noted that the previous plebiscite and petition dealt with municipal issues only, and the majority preferred to remain within the county. Since the final location of the boundary will certainly affect education in terms of whether residents will have access to Drayton Valley for education, it was strongly suggested that a second vote or plebiscite be held, which will address both educational and municipal issues.

Lindale

For some residents at the meeting, the Drayton Valley issue was strictly a municipal matter, not educational. As such, the education review was perceived as a tactic to delay the formation of a new municipal district. The desire for local governance is related primarily to the need for improved services and greater spending in the area, especially in view of the perception of some that they have received very little in return for the taxes that have been paid over time. In addition, the view was expressed that the county has not been equitable to the residents in the west-end. For most residents who attended the meeting, education was a concern, and they focused on children and what is best for them.

The concern about education, whether the residents were for or against inclusion in the new municipal district, focussed mainly on the continued operation of the Lindale School. For most, the advantages of a small school out-weighed the disadvantages, especially in terms of location for bussing elementary students from the surrounding area. The school was viewed as a vital, integral part of the community in terms of location, access and utilization by the community-based organizations.

There was strong support for maintaining the existing Lindale School attendance area. Any change in the attendance area would result in further declining enrolments and subsequently, the possibility of school closure. While the need for coterminous boundaries was questioned, residents expressed the view that boundaries for the new municipal district should follow school attendance areas. If the school attendance boundaries were not the same as the municipal boundaries, there could be a problem in the future when the new municipal district was formed and if a county or school division was subsequently formed in the area.

The public meeting did not give a clear indication either way, whether or not the area should be in the new municipal district. This finding supports the results of the plebiscite held by Municipal Affairs. Conflicting opinions were expressed with respect to the location of the boundaries. For some, concern was expressed that if a new school division or county were formed, they would be dealing with the unknown and may not have the support and cooperation of the new jurisdiction. Others favoured the new jurisdiction, including the Breton area, because they perceived that their local schools would stand a better chance of remaining open. The inclusion of Breton was important in terms of parental choice so their children could continue to attend high school in Breton.

As with the Tomahawk area, parents in Lindale strongly supported their local elementary school and preferred a particular high school (for example, Tomahawk preferred Drayton Valley while Lindale preferred Breton). The county's stated position has been that the attendance areas remain intact and within the county. However, the uncertainty of the situation has made it difficult to plan for facilities and programs in the area. Should the area be excluded for municipal purposes, in response to local wishes, the county would require a "time certain" arrangement to facilitate the planning and delivery of educational services to the area.

Breton

The advocates of the new municipal district viewed the education review as a delay tactic, if not a road block to the formation of the new district. Their sense of frustration, which was expressed at the meeting and complemented by the previous plebiscite results and petitions, stemmed primarily from municipal rather than educational concerns.

The west-end frustration with respect to municipal matters was related to the perceived inequities between the two ends of the county. As one resident observed, it was "east gets, west doesn't" situation. The dissatisfaction and frustration of residents related specially to the lack of communication between Leduc and the west-end, giving the impression that Leduc was not responding to their needs or interests. If, on the other hand, the county had built better roads or at least repaired them, and if they were provided with improved municipal services, the proposed municipal district would not have become an issue. The lack of attention by the county prompted the desire for local governance in the area.

As noted previously, education was not a major concern for local residents, in the sense that residents were generally satisfied with the education provided by the county. Although concern was expressed about prior attempts to close the Breton High School, residents strongly supported their schools because they were well-managed, more personal, and have high standards. A major educational problem, apart from the need for modernization, concerned bussing and the problems related to the roads within the west-end. Again, the focal point of concern in terms of roads was more municipal than educational.

The satisfaction and support for the Breton schools was also exhibited in the strong expression of support for maintaining the existing school attendance area. Unless maintained, residents believed the future viability of their schools, especially the high school, was questionable. Most residents, especially the supporters of a new municipal district, did not believe that coterminous boundaries were necessary or would cause problems in the area, if the attendance area was maintained. As such, it was suggested that the Breton attendance area be included in the new district as a means to preserving the attendance area should municipal and school boundaries become coterminous.

While there was support for including the Breton area in the new district for municipal purposes, there was support for the continued delivery of education by the County of Leduc, providing a long-term agreement could be reached. If such an agreement or arrangement is not possible, it would be preferable to include the Breton area to ensure that the attendance area is maintained when a school division or county is formed.

A much larger, but related issue was raised with respect to the future of education in the Breton area, regardless of what jurisdiction is responsible for the area. Attempts have been made in the past to close the Breton High School and centralized in Warburg. The problem that Leduc faces, as well as Wetaskiwin, is that there are too many small schools serving too few students. Rather than centralizing in Warburg, local residents suggested that high school programs be centralized in Breton, which is central to the west-end of both counties. It was also suggested that Breton serve the high school students of Winfield and, as such, Winfield should be included in the education review.

Winfield

The public meeting in Winfield did not give a clear indication of local preferences with respect to education as it relates to the proposed municipal district in Drayton Valley. Rather, a number of outstanding concerns and questions were raised regarding the issue of coterminous boundaries. Residents were specifically concerned about where the boundaries would be located, whether coterminous boundaries were required if a county or municipal district is formed, and whether students in the Alder Flats/Buck Lake area would required to attend schools in Drayton Valley if that area was included in the new district.

A more immediate concern expressed by residents was the status of their schools in terms of decisions that would address deteriorating conditions. Because of the uncertainty of the situation, county officials indicated that long-range planning was very difficult. In addition, because of a lack of students, adequate programming was a problem, and would become worse as students leave to access programs elsewhere. Parents, on the other hand, preferred that their children stayed at home instead of leaving home to attend school in another jurisdiction; however, this preference was dependent upon the availability of programs and the bus ride involved.

In response to the educational needs of the area, the county has proposed that a junior-senior high school be built in Pendryl. Residents questioned the feasibility of the new high school and its future if the new municipal district (or county) incorporates part of its proposed attendance area. They also questioned what would happen to high school programming if the new school is not built. Would the county continue with the small, declining high school in Winfield, or would the county make arrangements to have students educated in Breton?

Buck Lake

Buck Lake residents expressed a strong sense of frustration and dissatisfaction with the services provided by the County of Wetaskiwin. While the county has passed motions and made promises to improve services to the west-end, it has not delivered on these promises and as a result, east-west relations have deteriorated. Local residents believe that the only time they receive the county's attention, is when they threaten to leave or form a new district.

This sense of frustration and dissatisfaction with the county relates specifically to the lack of resources, facilities and programs in the west-end. With respect to facilities, which are viewed as substandard and second class, the county has been promising since 1972 to modernize the facilities in the west-end, but has not delivered on these promises. Minor upgrading has been done in response to the Fire Marshall's reports that condemned certain portions, but the conditions of the schools continue to be major concern for local residents.

In terms of programs, local residents believe that a high quality elementary program is delivered, but not so in the case of junior and senior high programs. Both parents and students are frustrated with the lack of program opportunities, which is demonstrated by the high level of drop-outs, attendance at schools outside the jurisdiction, and home schooling programs. While parents and students prefer the advantages of a small school setting, they are

becoming more aware of the alternatives and opportunities available elsewhere, which are attracting students away from the local school and thereby reducing enrolments further. Parents would prefer to see increased educational opportunities locally (for example, vocational education) but if these opportunities are not available, they would prefer Drayton Valley over Winfield for high school.

While there is a degree of frustration and dissatisfaction with the educational services provided by the county, there is a high degree of support for the local schools, especially at the elementary and junior high levels. This level of support is reflected in local preference that elementary and junior high students are not bussed great distances. Senior high students, on the other hand, would be able to cope with longer bus rides to receive a better education. While some parents prefer local schools, other parents prefer Drayton Valley because of greater educational opportunities in programs and options.

The strong support for the local schools is reflected in the strong support for the local communities. In fact, the school is perceived as the backbone to the community and, as a consequence, there is a strong desire to maintain the local schools. The location of the boundary in terms of the school's attendance area, is critical in terms of the long-term viability of the school and, ultimately, the long-term viability of the community itself.

For some residents, there is a belief that the boundary will be located at Highway 22, which would not be acceptable as it would divide the Alder Flats/Buck Lake community and high school attendance area. While some were not in favour of joining the new municipal district, it was viewed more desirable than dividing the community and attendance area, especially if a county or coterminous school division were to be formed. Proximity to Drayton Valley may ensure better services for the area and may ensure the viability of their local schools because they would be "too close to forget." Apart from their desire to maintain their local community, most residents believed that decisions should be made on the basis of what is best for students. For most, the optimum would be maximum educational opportunity with minimum bussing. The educational problems must be resolved first, before addressing the municipal question. In this regard, the quality of educational services and facilities must be improved, regardless of which jurisdiction will be responsible for the area.

An important consideration for many residents relates to the viability of the proposed school in Pendryl. Some residents favoured the proposed school as it would provide greater educational opportunities within the immediate area and would permit students to remain at home within their community. Others questioned the viability of the school in terms of declining enrolments and the potential exclusion of all or part of the Alder Flats/Buck Lake area.

While a consensus was not apparent on the viability of the proposed school in Pendryl, it was apparent that improvements and adjustments were necessary. A possible solution in this regard, as suggested by one resident, was to have grades 1 to 9 located in Alder Flats and Winfield, with Drayton Valley educating students from Alder Flats for grades 10 to 12 and Breton educating students from Winfield for grades 10 to 12. Residents emphasized that decisions should be based on what is best for students in terms of maximum educational opportunities with minimum bussing.

Alder Flats

The sentiments expressed by residents in the Alder Flats area reflected the feelings expressed elsewhere. West-end residents were dissatisfied and frustrated with the inequities between the two ends of the county, mainly with the level of services and resources being provided by the county. A sense that they were "at the end of the line" reflected their feelings of neglect and treatment as second class citizens. Residents expressed the opinion that the county did not pay attention to their wishes and did not provide adequate services or support in relation to the amount of the money collected and spent in the west-end.

The major concern for residents in the area related to education and the benefits of small rural areas. While there were mixed feelings, there was a sense that the present system was serving them well in terms of a basic, academic education. There was, however, dissatisfaction with the high school programs because choices were not available and because the special needs of students could not be met at the local level. As a result of limited opportunities at the high school level, there were higher levels of drop-outs, home schooling, and attendance at schools elsewhere.

There were also concerns about resources and facilities. As with municipal services, residents did not believe they were receiving adequate services, especially in terms of facilities which they have complained about for years. The county has neglected the west-end facilities and, through a lack of maintenance, has allowed them to deteriorate to unacceptable levels. The level of commitment to west-end facilities was questioned, when a new municipal building was being constructed in the east-end. It was suggested that the county should cut costs elsewhere in order to improve, if not maintain, the quality of education.

The "end of the line" perception was also reflected in local feelings relative to education and bussing. While variations in bussing distances and times were acceptable, it was suggested that students, like parents, do not like to commute. Bussing children for a long distance was inappropriate because it has an impact on family life, time available for studies and afterschool activities. However, bussing was recognized as a means to attaining a quality of education, if such was not available locally.

The quality of education, including increased opportunities, was central to the proposed school in Pendryl. Similar to Buck Lake responses, Alder Flats residents were concerned with the viability of the Pendryl option and whether it would meet the needs of the area. For most residents, bussing was a major consideration since it was just as far to go to Drayton Valley as it was to go to Pendryl. Although the initial preference was to maintain and upgrade the Alder Flats School, Drayton Valley and Pendryl were viewed as options.

With the prospect of a new school division or county becoming a reality, it was suggested that consideration be given to maintaining the school attendance areas and to include Winfield. Municipally, the Alder Flats, Buck Lake and Winfield areas have different needs, but all three communities have similar needs in term of education. Therefore, it would be critical that the attendance areas be maintained, first and foremost.

Local residents were divided on whether to remain within the County of Wetaskiwin for educational purposes, or to join a new jurisdiction. For some residents, educational needs tend to be lost in the shuffle within a county system; whereas, a separate school division and municipal district would permit elected school trustees to be more responsive to educational issues in the area. Local governance as with other education issues, however, remain uncertain until boundary decisions have been made by the provincial government.

SUBMISSIONS BY LOCAL AUTHORITIES

With the pending formation of a new municipal district in the Drayton Valley area, the degree of impact on existing jurisdictions will vary according to the area to be included. An important consideration within the context of the education review is the respective positions and views of the local authorities in the area.

The County of Parkland

The future of educational services in the Drayton Valley area was examined in terms of the advantages and disadvantages of maintaining county services in the area. From the perspective of services levels to the community and staff, recent surveys revealed that both parents and staff were satisfied and supportive of the existing system. A suggestion was made that a new district would be hard pressed to improve on the relations with parents and staff.

In terms of the level of support, including administration, the county's central office administration adequately serves the Drayton Valley area. If a new system is formed in the west-end, there would be increased administrative costs of establishing a central office administration. The net result would be increased central office staff and a decreased level of support services than currently provided by a combined system. In the area of governance, no major changes would be seen in the number of elected trustees. It was suggested that western electors currently enjoy full representation without disadvantage.

In the area of economic considerations, both systems would experience certain advantages and disadvantages relative to taxation and funding in terms of enrolments. Caution was noted that a smaller jurisdiction in the west-end would have difficulty in maintaining current levels of service, especially in meeting special needs or maintaining small rural schools, because a smaller jurisdiction has less financial capacity to absorb additional operating costs.

From the county's perspective, they could not see any valid reason, apart from the desire for local control over education, for removing the west-end from the county's school system. When all issues and factors are considered, the county maintains that its school system can better meet the needs of the students attending the schools in the Drayton Valley area.

The County of Leduc

The County of Leduc was pleased that an education review was underway, especially in view of the need for such a review prior to finalizing the formation of a new municipal district. The county also expressed the need for consideration of educational concerns independently of municipal concerns.

As is the case of many rural communities in Alberta, the west-end schools are considered to be extensions of the local communities in terms of services that go beyond formal education. Local residents are pleased with their schools and believe that their children are receiving an excellent education. Any reduction in enrolments in these schools, if attendance areas were reduced, could have a significant impact on the schools and their communities. Therefore, any changes in educational governance must consider attendance areas and the need to keep them intact.

The Board of Education has suggested the following options as a reasonable solution to the delivery of education in the area.

1. For the area defined as being north of Highway 39 and west of the Lindale attendance area, the students should be considered resident of the receiving school system. (Perhaps the area should remain in Parkland for school purposes). However, tuition arrangements should be mandated to allow students in that area to attend Lindale School for K to 9 if their parents so wish.

2. For the area described as south of Highway 39 and west of Buck Lake Creek, the students should be considered resident of the receiving school system. (Perhaps the area should remain in Parkland for school purposes). Tuition arrangements should be mandated to allow students in that area to attend Breton schools for K to 9 if their parents so wish.

3. For the area defined as being north of Highway 39 and between the Modeste/Buck Creek and the north-south attendance area line, the students should be considered resident of the County of Leduc for school purposes. Tuition arrangements would allow students in Grades 10, 11 and 12 to attend Drayton Valley schools.

4. A final consideration is that a time certain agreement would be reasonable and appropriate for the above options. In this regard a period of 15 years would be a minimum time certain arrangement.

The County of Wetaskiwin

While the county's position is that it remain as is, with no changes, it is prepared to respect the wishes of local residents. With respect to the west-end, the county is prepared to build the centralized high school at Pendryl, when the current capital funding freeze is lifted, and if the county remains as is. However, the county believes that the formation of a county or school division is the more probable option for the new municipal district, which would preclude a long-term arrangement to maintain the existing structure for educational purposes.

If ratepayers in the new municipal district petition to form a school division or county, the location of boundaries will have an impact on existing or proposed schools in the county. For example, if Highway 22 became the boundary, the Alder Flats/Buck Lake attendance area would be divided and the viability of either school would be threatened unless a tuition agreement between jurisdictions was established. The county also suggested that, even if

the Alder Flats/Buck Lake and Winfield attendance areas remained intact with a new division or county, the viability of Pendryl proposal would be questioned. As a result of declining enrolments, the county believes that the new jurisdiction would eventually direct high school students to other centres (for example, students from Alder Flats to Drayton Valley and students from Winfield to Breton).

The Wetaskiwin County Council and Board of Education believe that a plebiscite should be used to survey affected residents. While not in favour of losing any portion of the existing county, the county will respect the wishes of the majority of ratepayers in area who wish to join the municipal district.

The Village of Breton

The Breton Village Council expressed concerns about the delivery of education in the Breton and Lindale areas because of the close, open relationship between the schools and the community. Breton's main desire is to preserve and support its schools and recommended that the existing school attendance area remain intact within either the County of Leduc, or within the new municipal district with the provision that the Winfield area be included as well. The Village Council envisions Breton as a viable community serving the needs of the region and strongly recommended that government make decisions that would ensure and strengthen Breton's longevity.

Town of Drayton Valley

The submission by the Town of Drayton indicated that the major consideration for the area is autonomy through effective local government, which is supported by the proposed Municipal District of Drayton Valley, and may warrant a change in existing school boundaries. Effective representation, both municipally and educationally, is necessary to serve the interests, needs and desires of local citizens, which cannot be met through a governing and administrative body far removed from the Drayton Valley area.

CHAPTER 4

ASSESSMENT OF EDUCATIONAL ISSUES

INTRODUCTION

The Review Committee was directed to address a number of educational issues related to the options for the delivery of education in the Drayton Valley area. This assessment of educational issues provides a basis for developing an appreciation and understanding of the existing context within which education is delivered in the area. Particular attention was given to the issues relating to school enrolments, educational programs, finance, facilities and transportation.

EDUCATIONAL PLANS

Prior to assessing the educational issues, consideration was given to the education plans submitted by the existing school authorities. Although the area's future governance and responsibility is uncertain at this time, the educational plans provide some direction in terms of education in the area.

The priority goals of the County of Parkland school system for 1987/88 include: a comprehensive school attendance boundary review and recommendations for future alternatives; a comprehensive plan for the evaluation of all education personnel; reorganization of purchasing services and a proposal on a central supply and services department; a nine year French Program for all eligible public school children; a new contract for independent bus contractors and strategies for improved communication with contractors; school building and playground standards applicable to both urban and rural county schools; and recommendations on policies and programming related to AIDS.

The County of Leduc, according to its long-range educational plan, has gone on record as being supportive of keeping the small schools open in the west-end. The county will continue to operate the Breton High School, with Breton Elementary and Lindale serving as a feeder schools. Since the Lindale School is far removed from any other school, the county's position is that the school will likely continue to operate as a grade 1 to 9 school for an extended period of time.

The County of Wetaskiwin's five-year education plan, dating back to 1985, includes the consolidation of the junior-senior high school program in the west-end at Pendryl, with Winfield and Alder Flats serving ECS to grade 6 and as feeder schools to the new school.

LOCAL SCHOOLS AND ENROLMENTS

The proposed municipal district of Drayton Valley is currently administered by the counties of Parkland, Leduc and Wetaskiwin for educational purposes. Rocky Mountain House School Division and Yellowhead School Division are involved, but not in terms of direct educational services to area residents. (The existing jurisdictions in the Drayton Valley are identified in Map 1, Appendix A.) Within the context of the Drayton Valley Education Review, the central focus is upon the local schools and attendance areas.

Attendance Areas

Future governance and responsibility for education in the area is dependent, in part, on the location of boundaries for municipal and school purposes. School attendance boundaries are considered important and integral to the definition of local areas. The existing school attendance areas are presented in Appendix A: Map 3 highlights the existing elementary and junior high school attendance areas; and Map 4 highlights the existing senior high school attendance areas.

School Enrolments

The current enrolments for the local schools in the area, including comparative data back to 1981, are presented in Table 1 in Appendix C. With the exception of the formation of the Leduc School District in 1984, the local school jurisdictions have had relatively stable populations, with slight increases in enrolments. The local schools in the area represent approximately 19% of Wetaskiwin's enrolment, 11% of Leduc's enrolment, and 17% of Parkland's enrolment. Presently, approximately 112 students from Leduc, primarily to the west of Breton in the Buck Creek area, attend school in the County of Parkland. If a new school division were formed and included all local schools in the area, the new jurisdiction would have approximately 2,600 pupils.

Most schools in the area should continue to experience relatively stable enrolments, with a slight increase projected for some schools in the larger centers Overall, the schools in the Drayton Valley area will continue to have a stable population of approximately 2,600 students.

Pupil-Teacher Ratios

The pupil-teacher ratios (P.T.R.) for the schools in the area are presented in Table 2 in Appendix C. With the exception of Parkland, the west-end schools in Leduc and Wetaskiwin have a P.T.R. that is lower than the average for the counties. The urban schools in the area have a P.T.R. ranging from 18.2 to 19.5, while the rural schools have a P.T.R. ranging from 13.4 to 16.0. The average for all schools in the area is approximately 17.6 which is the provincial P.T.R. as well.

PROGRAMS

Educational programs define the level of educational opportunity available to local students and, therefore, require close examination in terms of what elementary, junior high and senior high school programs are provided or available within the Drayton Valley area.

Elementary

Elementary programs are offered in Alder Flats, Buck Lake, Winfield, Breton, Lindale, Tomahawk and Drayton Valley. Buck Lake and Alder Flats programs are combined, with Buck Lake offering grades one through four, and Alder Flats offering grades five and six. The other schools in the area offer a full elementary program from grades one through six.

Programs are similar in respect that all schools offer a core program of language arts, mathematics, social studies, science, health, physical education, and music. The major programming difference is that the two Drayton Valley elementary schools each offer a special education program. There are split/combined grade classes in Buck Lake, Winfield, Breton, Lindale and Tomahawk elementary schools. Alder Flats and the Drayton Valley elementary schools do not have split grades.

Junior High

There are junior high programs at the grades seven, eight and nine levels in six schools: Alder Flats, Winfield, Breton, Lindale, Tomahawk and Drayton Valley. The same core program is offered at each grade level in each of the above schools, and consists of language arts, mathematics, science, social studies, physical education and health. Complementary courses are also available to the students. All schools offer home economics, industrial education and arts options to students in grades seven, eight and nine. The schools also offer a variety of other options and these are listed in Table 3 in Appendix C.

To summarize, both the core and complementary programs are similar in the six schools offering junior high in the Drayton Valley area. All schools offer six core courses, the complementary course offerings are very similar with four to seven courses offered in each school, and instructional hour requirements are met in the schools. For home economics and industrial education, students in Alder Flats travel to Winfield, Lindale to Breton, and Tomahawk to Seba Beach. There are split grade 7/8 classes in the Lindale and Tomahawk schools.

Senior High

High school programs for grades ten, eleven and twelve are offered in the Alder Flats, Winfield, Breton and Drayton Valley, where there is an emphasis on academic programs in terms of thirty-five courses in Winfield, thirty-six courses in Alder Flats, fifty-four courses in Breton and sixty-four courses in Drayton Valley.

With respect to vocational education, four courses are offered in Alder Flats, six courses in Winfield, nine courses in Breton and thirty courses in Drayton Valley. Each of the four high schools offers Special Projects and Work Experience as vocational options. Breton offers Clothing and Textiles, and both Breton and Winfield schools offer Industrial Education. Drayton Valley has a larger selection of vocational courses including Automotives, Beauty Culture, Horticulture, Mechanics, and Welding.

Table 4 in Appendix 4 indicates what specific academic and vocational courses are offered in each of the four high schools. A number of high school courses have been combined and are taught at the same time. The number of courses that have been organized in this manner are twenty-six in Alder Flats, twenty-one in Winfield, twenty in Breton and sixteen in Drayton Valley.

Information about course enrolments is also presented in Table 4. In Alder Flats and Winfield, the majority of courses enrol less than ten students with an average course enrolment of approximately eight students. In Breton, course enrolments are slightly larger, with an average course enrolment of thirteen students. Drayton Valley's course enrolment averages forty-one students per course.

The comparison provided in Table 4 includes information regarding credits offered by the high schools. The combined high school academic and vocational programs consist of 170 credits in Alder Flats, 173 credits in Winfield, 266 credits in Breton and 470 credits in Drayton Valley.

FINANCE

The Drayton Valley Area Municipal Feasibility Study indicated that "a school system operated by the new unit would have the benefit of a considerable assessment base, providing the opportunity to more easily sustain existing schooling provisions with a minimum of disruptive change." The study also noted that because of its municipal focus, the feasibility study examined school system implications in a general, preliminary manner, subject to a more thorough review if local governance were to be pursued. Consequently, the Review Committee was directed to assess the financial implications relating to the formation of a new municipal district and, in this regard, this section examines the current financial data relating to revenues, expenditures, assessments and requisitions for the existing jurisdictions.

Revenues and Expenditures

From a financial perspective, Table 5 in Appendix 4, the three counties reported per pupil revenues and expenditures that were higher than the comparable provincial averages for 1985 to 1987. Leduc reported the highest levels of per pupil revenues and expenditures, and Parkland reported the lowest.

Tables 6, 7 and 8 in Appendix 4 provide comparative profiles of revenues and expenditures for 1985 to 1987. While the three counties receive the highest level of funding from provincial sources, Parkland and Leduc received a higher proportion in comparison with Wetaskiwin and the provincial average. Supplementary requisitions, on the other hand, were higher for Leduc, but lower for Wetaskiwin. In terms of other revenue sources, Leduc had a lower proportion, while Wetaskiwin had a higher proportion.

The three counties had similar expenditure patterns, with the exception of higher transportation expenditures in Wetaskiwin and Leduc, and higher expenditures on debt services in Parkland. In comparison with the provincial situation, all three counties spent less on instruction, but more on transportation and debt services.

Assessments and Requisitions

Comparative assessment and requisition data for the three counties are presented in Table 9 in Appendix C. Of the three counties, Parkland has the largest adjusted equalized assessment base, which is approximately twice the combined assessment for Wetaskiwin and Leduc. Parkland is also the only county where the per pupil assessment exceeds the provincial average, which is an indication of relative local wealth as compared to the other counties and the provincial average.

In terms of local effort, Leduc requisitions at a higher net mill rate as compared to the other counties and the provincial average. This higher level of local effort, however, yields a lower per pupil requisition as compared to the provincial average; indicating that Leduc is not a wealthy jurisdiction comparatively. In the case of Parkland, the local effort is comparably lower because the county's assessment base permits it to requisition a higher per pupil amount with a lower net mill rate. Wetaskiwin, on the other hand, has a relatively low effort because a lower per pupil amount is requisitioned with a lower net mill rate. However, its low assessment base would not provide sufficient room to increase its local effort significantly.

Additional assessment and requisition data for 1987 are provided in Table 10 in Appendix 4, which compares the three counties with Rocky Mountain House and Yellowhead. As compared to the counties and the provincial average, both school divisions are relatively wealthy in terms of adjusted equalized assessments, which are approximately 50% higher on a per pupil basis. However, the local effort on the part of the divisions is relatively low, in that, Rocky Mountain House's net mill rate is less than one-half of the net mill rates for the counties and the provincial average, and Yellowhead's net mill rate is approximately one-third lower.

Table 11 in Appendix Cprovides the estimated 1987 adjusted equalized assessments for the various areas within the proposed municipal district of Drayton Valley. Should the assessment for all areas be included in the new district, the existing jurisdictions would experience the following potential reductions: 19.5% for Parkland; 7.6% for Yellowhead; 2.0% for Rocky Mountain House, 19.1% for Leduc; and 21.5% for Wetaskiwin. The new jurisdiction would have a potential assessment base of $200,481,000, or 13.6% of the total for the existing jurisdictions.

FACILITIES

As part of its mandate, the Review Committee addressed issues associated with facilities. Table 12 in Appendix Cprovides a brief profile of the various schools with respect to capacity and utilization. Facilities in the area are utilized to varying degrees, with the Breton High School utilized at 50% of capacity, and both Lindale and Drayton Valley Elementary utilized at full capacity. The utilization rates for the schools in the area are similar to the utilization rates for the jurisdictions. Overall, the schools are utilized at 75.63% of total capacity, which compares favourably with the provincial utilization rate of 73.8%.

The level of outstanding debt for the schools in the area is presented in Table 13 in Appendix C. The level of debt ranges from no outstanding debt for the Alder Flats, Lindale and H.W. Pickup schools to $7.6 million for the Frank Maddock High School. The total outstanding debt for the schools is summarized as follows: $225,513 or 1.8% of Wetaskiwin's total debt; $1,404,787 or 5.6% of Leduc's total debt; and $12,841,348 or 12.0% of Parkland's total debt. The total outstanding debt for all schools in the area is $14,471,648, of which 73.9% is supported by the province.

These factors relating to capacity, utilization and debt, are important considerations if changes are made and if a new or existing jurisdiction assumes responsibility for any of the schools in the area. The facts are important in terms of the determination and division of assets and liabilities.

Tour of Schools

The Review Committee also toured school facilities in Breton, Winfield, Lindale, Alder Flats, Buck Lake, and Tomahawk, and the Frank Maddock and H.W. Pickup schools in Drayton Valley. Upon touring the facilities in the area, it was evident that some of the schools require further renovation and modernization. A brief description of each school's condition follows:

1. Breton High School - The structure is in reasonable condition and the outward appearance has been maintained, to a degree. Modernization is required if the school is to continue to offer high school programs. The grounds are very well maintained and much community effort in this regard is displayed. For example, the community installed a track this fall.

2. Breton Elementary - Some modernization has been completed in the school recently. For example, the county painted the exterior of the school this past summer. However, further modernization and renovations are required.

3. Lindale School - The students are located in two separate buildings. Computers and related equipment are located in another building across the street and the library is situated in a portable. Modernization is required as one of the buildings being utilized is very old and outdated.

4. Alder Flats School - Part of the school has been condemned by the Fire Marshall and has been closed. The remainder of the facility requires further modernization; many walls are not fire retardant and the wood floors are in poor condition. If the school is to continue to offer high school programs, the equipment and plant require modernization.

5. Buck Lake School - A portion of this school has been condemned for safety reasons by the Fire Marshall and has been closed. The physical plant has neither been modernized nor has it had any major work done over the past several years. Many of the walls are not fire retardant, the wood floors are in poor condition, and the mechanical and electrical systems require upgrading.

6. Tomahawk School - The structure is in relatively good condition; however, it does require modernization in order to operate more efficiently. Portions of the facility are used by the entire community, and those portions are well maintained.

7. Winfield School - A portion of the physical plant has been condemned for fire and safety reasons. The mechanical and electrical systems require upgrading to maintain an adequate comfort level for the primary children. The plant also requires major renovations in order to remain as an efficient learning environment for the children in the area.

8. Frank Maddock High School - The physical plant of the school is in very good condition, well maintained and appears to be managed very efficiently.

9. H.W. Pickup - A major portion of the physical plant has recently undergone renovations in a modernization program. The building is well maintained and appears to be very efficiently managed.

Capital Plans

The Review Committee is of the opinion that a number of schools require renovation and modernization. The Review Committee examined the capital plans submitted by the local school jurisdictions to obtain further insight regarding plans to improve the facilities. The following summary highlights those projects related to the Drayton Valley area.

1. The County of Parkland

   For the period 1987-1990, the following projects are planned: portable and connecting corridor for Eldorado; BQRP electrical, playground and administration improvements for Tomahawk; computer room electrical, exterior door closers and fencing/grounds for Frank Maddock; and shop for Drayton Valley. The major projects for the period include: modernization at Eldorado and H.W. Pickup schools; and a new core portion for the Drayton Valley "B" School.

2. The County of Leduc

   The County of Leduc's five-year capital plan for 1986 to 1990 included the following projects: modernization of Breton High and Lindale in 1987; and modernization of Breton Elementary in 1988.

3. The County of Wetaskiwin

   The County of Wetaskiwin's five-year capital plan for 1984 to 1990 included the following projects: modernization of Winfield and Alder Flats schools in 1987; and the construction of a new school at Pendryl in 1986.

The Pendryl Proposal

The submission from the County of Wetaskiwin indicates that the county is prepared to proceed with the building of a new centralized high school at Pendryl, when the capital funding freeze is lifted, and if the county remains as is. However, given the uncertainty of future educational governance and responsibilities, the viability of the Pendryl proposal is being questioned.

Historically, through a process of study and public input, the county proposed a number of changes to the educational structure in the west-end. Emphasis was placed on changes that would enhance educational opportunities, while addressing the issues related to programming, travel and building constraints. The results of the study and public input indicated that a clear majority of residents preferred the Pendryl proposal. However, as a result of the capital funding freeze, and the uncertainty of the Drayton Valley situation, the Pendryl proposal has been placed on hold.

With respect to the Pendryl proposal, the following alternative plans exist:

1. Continue with the current grade structure in all schools (status quo).

2. Close the Buck Lake School and restructure the grade placements within the Alder Flats and Winfield Schools to establish a centralized junior/senior high school at Winfield.

3. Restructure the grade placements within all three schools to establish a centralized junior/senior high school at Buck Lake.

4. Close the Buck Lake School, restructure the grade placements within the Alder Flats and Winfield Schools, and the construction of a new centralized junior/senior high school at Pendryl.

The four alternative plans were reviewed and compared in terms of total cost, utilization of existing space and geographical considerations, such as bussing. The review of the estimated costs of the various alternatives indicated that the most economical approach appears to be the second alternative, in which a centralized high school is developed at Winfield. The third and fourth alternatives are both substantially higher in costs because of the extent of new construction involved. The first alternative also is somewhat higher in costs, as it includes upgrading the Buck Lake School for continued use, which is not required under the second alternative.

Based on projected provincial enrolments, the second alternative represents the most efficient use of space. By comparison, the other alternatives represent poor space utilization; all resulting in relatively high excess space. It is noted that the third and fourth alternatives appear to be the best in terms of overall centralization of programs. There is a concern with these alternatives regarding travelling distances for the younger students enrolled in the elementary programs. All four alternatives, however, provide a choice of two locations for elementary programs, thus reducing the average travelling distances for these students.

TRANSPORTATION

While bus routes are well established and roads are in good condition, bussing in the west-end of Leduc and Wetaskiwin is made difficult by natural boundaries and a series of dead-end roads, both of which cause a great number of back-tracking delays. As a result, transportation costs, as a percentage of total operating expenditures, are significantly higher in Wetaskiwin and Leduc (approximately 12% and 14% respectively) as compared to Parkland (approximately 6%). Additional comparative transportation data for the three counties are presented in Table 14 in Appendix C. In summary, the counties have comparable systems in terms of costs per kilometres and government support. However, Parkland operates a much larger transportation system in terms of the number of buses, the total eligible kilometres, and the weighted pupil counts. A further significant difference is that Parkland's load factor is 127.5% as compared to the 91% load factor for both Wetaskiwin and Leduc.

CHAPTER 5

ASSESSMENT OF EDUCATIONAL OPTIONS

INTRODUCTION

The Review Committee's mandate was to investigate and examine all relevant issues relating to the formation of a new municipal district in the Drayton Valley area, with particular attention to the following options: continue to deliver education after the formation of the proposed municipal district by existing school jurisdictions without altering boundaries for school purposes (status quo); continue to deliver education after the formation of the proposed municipal district by existing school jurisdictions with some altering of boundaries for school purposes (status quo with minor boundary adjustments); or form a new school division with coterminous boundaries with the proposed municipal district.

BACKGROUND

From the municipal perspective, a municipal study in 1986 concluded that a new and distinct form of local government was feasible on financial grounds for municipal and educational purposes. The study indicated that it was not a question of whether a new municipal district would be formed, but to what extent the new district would encroach upon existing local authorities with respect to "core" and "option" areas.

With respect to educational services, the study concluded that a school system operated by the new district would have a sufficient assessment base to sustain existing schooling arrangements with a minimum number of disruptive changes. A larger district would have a fairly balanced system, sufficient to maintain the present levels of service. A smaller system would be faced with a greater struggle to maintain the standards which exist under the present arrangements.

The study also indicated that a large, extended district would have to maintain small rural high schools because travelling times and distances to Drayton Valley would be unacceptable. The district would have to accommodate low utilization in several rural schools, while continuing to provide an acceptable level of programming. Some form of innovation in terms of distance learning may be required in the west-end. The assessment base of a larger system should enable the system to sustain the extra programming costs associated with low utilization.

REACTIONS TO THE OPTIONS

The majority of residents in the west-end of the respective counties were primarily concerned about the future of their local schools. Residents expressed varying degrees of satisfaction with particular educational services, programs and facilities, and were strongly supportive of their local schools and existing educational arrangements. Opinion was divided, however, in the Lindale, Breton and Alder Flats/Buck Lake areas regarding the inclusion of

their area in the new district for municipal purposes. This divided opinion was also reflected in the options for educational governance in terms of the status quo versus inclusion in a new school division. The central issue, in this regard, was that the school attendance areas be maintained as they currently exist and that municipal boundaries be established along school attendance boundaries. From the committee's perspective, the inclusion or exclusion of the attendance area for school purposes was not as important to local residents, as the critical need to maintain the attendance areas to ensure the viability and continued operation of their local schools.

With respect to the official positions of the existing local authorities, the County of Parkland has taken a neutral position of this issue. The county also believes that residents in the area would be better served by the county with respect to education. The County of Leduc is strongly opposed to the potential loss of any territory, although it is prepared to consider adjustments in the extreme west-end, if the existing school attendance areas remain within its jurisdiction. The County of Wetaskiwin, while not in favour of any changes, is prepared to respect the wishes of local residents. Yellowhead and Improvement District No. 14 are vigorously opposed to the loss of any area to the new district, and Rocky Mountain House and the Municipal District of Clearwater are reluctant to lose any territory, but would be prepared to give up the Rose Creek area if the adjacent area in Wetaskiwin was also included in the new district.

EDUCATIONAL OPTIONS

Status Quo

The status quo option provides that the existing jurisdictions would continue to deliver education after the formation of a new municipal district. The boundaries for municipal and educational purposes would not be coterminous and area residents would be served by different forms of local government and elected officials for educational and municipal matters.

The status quo approach would not affect the existing jurisdictions in terms of schools, enrolments, programs, facilities and transportation. There is a possibility that area residents could petition government to establish a county or a coterminous school division in the area. Depending on the location of boundaries, such a change could have an impact on the existing school jurisdictions and school attendance areas. While the status quo represents no major change in educational governance and administration, apart from a change in representation to different local authorities, the status quo does not address the educational concerns and issues raised by local residents with respect to services, programs and facilities provided by the existing school jurisdictions.

Status Quo With Minor Boundary Adjustments

The second option is the status quo approach with minor boundary adjustments to accommodate and recognize the existing educational arrangements in the area. For example, since residents in the extreme west-end of the County of Leduc access Drayton Valley schools, it would be appropriate to include this area in the County of Parkland. Again, boundaries for municipal and school purposes would not be coterminous and the area would be served by different local authorities and elected officials.

Depending on the area included in any boundary adjustments, the impact would vary in terms of related educational issues and matters. The potential formation of a new county or school division would also have an impact, depending on the location of boundaries. While some educational arrangements would be formalized, the modified status quo approach would not address or resolve the other outstanding educational concerns and issues raised by local residents.

Formation of a School Division

The third option involves the formation of a school division that would have coterminous boundaries with the new municipal district. This option is also possible under the first two options if local electors petition government to form a division or county. The formation of a new school division will have the greatest impact on the County of Parkland and, depending on the area to be included in the new division, may have an impact on the other jurisdictions in the area. While the extent of a new division is uncertain at this time, the following assessment of educational issues is provided with respect to the formation of a new division in the area.

1. Schools and Enrolments

The Drayton Valley area is currently served by the counties of Parkland, Leduc and Wetaskiwin for educational purposes, and involves the Rocky Mountain House and Yellowhead school divisions, but not for educational purposes as such. The proposed "core area" for the new municipal district incorporates the entire school attendance areas for Drayton Valley, Tomahawk and Alder Flats/Buck Lake, excludes the Winfield area, and divides the Lindale and Breton attendance areas. (The existing and proposed jurisdictions, as well as school attendance areas, are highlighted in Appendix A.)

The division of the Lindale and Breton attendance areas has serious implications for enrolments and programming, if not the long-term viability of the schools in the area. Local residents have indicated a strong desire to maintain the school attendance areas and, from the committee's perspective, would not be opposed to the inclusion of their area in the new division, if necessary to maintain these attendance areas. The proposed "core area", which would divide the attendance areas, would not be acceptable to residents in the Lindale and Breton areas.

The potential enrolment for a new school division would be as low as 1,653, if only Drayton Valley schools were included, and as high as 2,583, if all schools in the area were included. The maximum reduction for the existing jurisdictions, as presented in Table 1 in Appendix C, would be 19% for Wetaskiwin, 11% for Leduc, and 17% for Parkland. If only the Buck Creek area of Leduc was included in either the County of Parkland or a new school division, Leduc would lose approximately 3% of its total enrolment, or 112 students who are currently attending school in Drayton Valley.

In terms of future enrolments, the new school division should continue to have a relatively stable population. As well, Table 2 in Appendix C indicates that the new division of all schools in the area would have a pupil-teacher ratio of 17.6, which compares favourably with the revised ratios of 18.4 for Parkland, 16.1 for Leduc and 16.4 for Wetaskiwin, and the provincial ratio of 17.6.

2. Education Programs

The comparative program data for the existing junior and senior high schools are presented in Tables 3 and 4 in Appendix C. Apart from the comprehensive programs available in the Drayton Valley schools, students in the west-end of Leduc and Wetaskiwin have limited educational opportunities, which are restricted as a result of location, distance and small enrolments. The entire area has too many senior high schools, serving too few students, with too few courses.

Regardless of what changes are made in terms of educational governance and administration, the problems associated with small rural high schools will continue to exist. Residents in the area would prefer to see an education system that provides maximum educational opportunities with minimum bussing. This preference, within the rural portions of the Drayton Valley area, is limited as a result of factors associated with location, distance and enrolments.

A larger school division, that incorporates all schools in the area, would have sufficient resources to maintain the existing small schools, subject to some centralization at the senior high level, and to explore innovative alternatives such as distance education and learning. If a large school division is not formed, the existing jurisdictions must look at alternatives that will pool and share resources to expand educational opportunities for students in the west-end of the three counties.

3. Finances

The financial impact of the formation of a new school division in the Drayton Valley area will vary, depending on the areas to be included in the new division. Table 15 in Appendix C provides a preliminary breakdown of projected revenues and expenditures for the existing counties as compared to a new school division that incorporates all of the schools in the area. The preliminary projected impact would result in proportional reductions in revenues and expenditures relative to reductions in enrolments.

The new division's projected revenues and expenditures would be comparable to the other jurisdictions. Provincial sources of revenue would be higher than the provincial average, and local sources would be lower. The existing counties would experience a shift from local sources to provincial sources as a result of assessment loss to the new division. In comparison with the provincial situation, all four jurisdictions would continue to spend less on instruction, but more on transportation and debt servicing. While the initial impact on the three counties would be lower overall costs, especially instructional costs, administrative and debt servicing costs would be proportionately higher.

While changes in revenues and expenditures are reflective of the changes relating to enrolments, the major financial impact will be in the area of assessments. Table 11 in Appendix C provides a breakdown of the estimated assessment for the various areas within the Drayton Valley area. The potential assessment loss for the existing jurisdictions is summarized as follows: 19.5% for Parkland; 7.6% for Yellowhead; 2.0% for Rocky Mountain House; 19.1% for Leduc; and 21.5% for Wetaskiwin.

The estimated impact on the distribution of equalized assessment in the area, is presented in Table 16 in Appendix C. The potential loss of assessment per pupil would be as follows: Parkland $54,067 to $52,616; Yellowhead $84,584 to $78,151; Rocky Mountain House $85,196 to $83,526; Leduc $43,474 to $39,040; and Wetaskiwin $45,821 to $43,366. The new school division would have a potential assessment of $200,481,000 or $77,616 per pupil.

The distribution of assessment within the area also has implications relative to the options for improving equity in education funding. One such option is the provincial collection and redistribution of corporate assessment, which essentially is the base for the School Foundation Program Fund (SFPF) levy. Table 17 in Appendix C provides a breakdown of the assessment in the area that is subject to the SFPF levy. In summary, the existing jurisdictions have the following: 64.26% in Parkland; 80.93% in Yellowhead; 85.83% in Rocky Mountain House; 53.41% in Leduc; and 42.31% in Wetaskiwin. A new school division in the area would have 74.72% of its assessment subject to the SFPF levy as compared to 68.98% for the entire area under the existing jurisdictions.

The impact of corporate assessment pooling would depend on how the provincial requisition is distributed to local jurisdictions and the local tax base that would remain. For example, if only the electric power and pipeline was collected and distributed provincially, the reductions in the assessment base would range from 25% for Wetaskiwin to 50% for Rocky Mountain House. Essentially, the assessment base would be reduced from the adjusted equalized assessment to the total equalized assessment, which excludes the electric power and pipeline assessment. The data presented in Table 10, Appendix C, indicates that the jurisdictions would have to levy at the higher mill rate in order to maintain the same level of per pupil requisitions. However, if the jurisdictions continue to levy the net mill rate, their yield per pupil would be reduced substantially.

The redistribution of assessment between the existing and proposed jurisdictions would also have an impact on provincial equity funding, which assists school jurisdictions that have a low tax base, a sparse population, and are located in remoter areas of the province. The estimated impact on equity funding is presented in Table 18 in Appendix C. In summary, the formation of a new school division in the Drayton Valley area would result in an estimated $141,896 in additional equity grants being paid to the existing jurisdictions.

4. Facilities

A new school division incorporating all schools in the area, according to the data presented in Table 12 in Appendix C, would have a net capacity of 3,500 student places, of which 75.63% would be utilized. This utilization rate compares favourably with the revised utilization rates of 78.33% for Parkland, 75.77% for Leduc, and 75.40% for Wetaskiwin. While the division of assets and liabilities would have to be finalized prior to the formation of a new division, it is likely that the new division would assume responsibility for the outstanding debt for the schools in the area. The data presented in Table 13 in Appendix C indicates that the new division would assume $14,471,648 in outstanding debt, of which 73.9% ($10,697,392) is supported by the provincial government. The unsupported debt for the new division would be approximately $1,461 per pupil. In comparison, Parkland's unsupported debt per pupil would increase from $3,642 to $4,005; Leduc's from $2,014 to $2,469; and Wetaskiwin's from $782 to $958.

5. Transportation

The problems associated with the west-end of the counties of Leduc and Wetaskiwin, in terms of natural barriers and road patterns, will not change if a new school division is formed. As for changes in the various transportation system, Table 19 in Appendix C provides a transportation impact summary. In general terms, all jurisdictions will experience improvements in load factors, costs per kilometres, and the level of government support. Parkland will continue to operate the largest system in terms of eligible kilometres and load factors. The new school division, while having the largest number of buses, will have the second longest system in terms of eligible kilometres. It is anticipated that revenues, costs and load factors for the new system will compare favourably with the existing systems.

CHAPTER 6

RECOMMENDATIONS FOR FURTHER ACTION

INTRODUCTION

In any education review, recommendations should be fair, reasonable and, foremost, in the best educational interests of all students in the area, while responding to the aspirations, interests and concerns of area residents and local authorities. While the various options could be supported as solutions to the Drayton Valley situation, the long-term solution requires a sound, reasonable educational direction.

RECOMMENDATIONS

The Review Committee is of the opinion that changes in educational governance at the local level are appropriate, if not warranted, to complement the changes in municipal governance. It is evident that changes in the area are inevitable and with the prospect of subsequent changes in the future by way of petitioning by local residents, the Review Committee believes that it is appropriate to recommend changes that will address the immediate and future educational needs, desires and requirements of the students in the area. Therefore, the committee recommends:

1. **That a new school division be formed in the Drayton Valley area, effective September 1, 1989, incorporating the school attendance areas of Drayton Valley, Tomahawk, Lindale, Breton, Winfield, Buck Lake and Alder Flats, as identified in Map 5, Appendix C.**

The Review Committee is of the opinion that, if changes are inevitable, students and residents would be better served by a new school division that would preserve the existing schools and school attendance areas. Students and residents in a new school division would have a comparable educational system to what they currently have within the existing counties in terms of enrolments, programs and facilities. A new school division would have sufficient resources, both locally and provincially, to maintain if not improve the level of services, programs and facilities provided to students in the Drayton Valley area.

A new school division, which incorporates the entire area, would benefit financially from an improved assessment base which, on a per pupil basis, would increase by approximately 50% as compared to the average for the existing counties. Local residents would also benefit from either reduced taxation at the local level or, if taxes were maintained at current levels, increased revenues to improve and enhance educational opportunities, while maintaining the existing small schools in the area.

The need to improve educational opportunities relates specifically to the rural areas of the new division, with particular attention to the existing programs and facilities in the area. While residents have expressed divided opinions regarding the inclusion of their area in the new division, the Review Committee believes that all schools and school attendance areas should be included in the new school division.

A larger division would have sufficient resources to facilitate the sharing of services and programs in the area, if not program consolidation which was central to the Pendryl proposal for the Winfield, Alder Flats and Buck Lake areas. The inclusion of both Winfield and Breton would expand the educational opportunities available to the students and residents of the west-end of Leduc and Wetaskiwin.

In terms of impact, the existing counties would experience a proportional reduction in revenues and expenditures relative to enrolments, with the exception of higher per pupil expenditures relating to administration and debt servicing. The major impact, however, would be in the area of assessment loss which is not proportional to the enrolment loss, but slightly higher. While the counties would receive some compensation in the form of equity funding, the total loss of assessment would not be recovered unless a greater local effort is made with respect to higher mill rates.

The Review Committee primarily addressed educational issues from the perspective of educational services to students and residents in the area. In this regard, Yellowhead and Rocky Mountain House are involved, but not in terms of educational services. The inclusion of the Rose Creek area in the new division, would not have a significant impact on the Rocky Mountain House School Division because the assessment loss is only 2% of the division's total assessment. As well, both Rocky Mountain House and the Municipal District of Clearwater are prepared to give up the area, if the adjacent area in Wetaskiwin is included in the new division.

Yellowhead and Improvement District No. 14 are opposed to any loss of territory to the new division, especially, in terms of the impact on the division's assessment base. While the assessment loss is not significant in comparison with the counties (for example, 7.6% as compared to an average of 20% for counties), Yellowhead would not benefit from comparable reductions in expenditures. Consequently, Yellowhead's per pupil expenditures would remain the same, while its per pupil revenues would decrease, unless additional taxes are levied at the local level. As well, the inclusion of Range 11 or 12 would result in an estimated additional $42,303 being paid to Yellowhead under equity grants. If these areas are not included, the new division would continue to have a significant assessment base of $171,583,000 which, in terms of a per pupil assessment of $66,428, would continue to exceed the provincial average and the per pupil levels for the existing three counties. Therefore, the Review Committee does not believe there is a need to include either Range 11 or 12 of Yellowhead School Division.

The status quo options, whether minor boundary adjustments are made or not, could be pursued in the area. However, it is likely that the resulting crossing of municipal and educational responsibilities would prove to be inefficient and ineffective, as well as unacceptable to area residents. It is likely that, after a period of time, local residents would petition government to establish a coterminous school division or county. Depending on the location of boundaries, the formation of a coterminous school division could affect the existing school attendance areas and schools. In this regard, local residents have expressed strong support for maintaining these attendance areas and, from the Review Committee's perspective, would not oppose the inclusion of their respective areas in a new municipal district, if it was necessary to maintain the school attendance areas.

The Review Committee concludes that the status quo option would not be an appropriate or acceptable long-term solution for the area. It would, therefore, be more appropriate for local governance and administration to be integrated for both municipal and educational purposes within a defined geographic unit. A distinct school division/municipal district would be more appropriate in terms of local representation and governance, administrative efficiency and effectiveness, and the relationship between taxation and services being provided within a distinct geographical unit. Therefore, the Review Committee recommends:

2. **That the new school division boundaries be coterminous with the boundaries for the municipal district.**

The Review Committee recognizes that related transitional matters will have to be taken into consideration. For example, the formation of a new municipal district is planned for January 1, 1987; whereas, the formation of a new school division would be delayed until the beginning of the school year in 1989. Therefore, discussions will have to take place with Alberta Municipal Affairs regarding boundaries and the timing of establishment.

The Review Committee also recognizes that the views and opinions expressed by area residents were divided with respect to whether the matter was a municipal issue or a municipal-educational issue, and whether their area should be included in a new division. Residents have indicated that the previous studies, petitions and plebiscites focussed specifically on the municipal issue and, at that time, residents did not address or consider the educational issue. As a result, local authorities and residents have expressed a desire to be consulted with respect to the committee's recommendations. Therefore, the Review Committee recommends:

3. **That the Report of the Drayton Valley Education Review Committee be referred to the local M.L.A.'s, school and municipal authorities, and residents, in addition to Alberta Municipal Affairs, for discussion and input prior to implementing the Review Committee's recommendations.**

AREAS REQUIRING FURTHER ACTION

Notwithstanding the above recommendations, local residents in the west-end of the three counties raised a number of concerns and issues relative to programs and facilities. Regardless of whether the status quo is maintained, or a new school division is formed, the existing educational programs and facilities require attention in terms of improvement and enhancement. Therefore, the Review Committee strongly encourages the following actions:

1. **That the current or future school authorities review the existing high school programs in the Alder Flats, Winfield and Breton areas with a view to the potential for restructuring or consolidating programs in the area, the opportunities for sharing programs, services and resources between jurisdictions, and the opportunities related to the application of distance education and learning strategies in the area.**

2. **That the current or future school authorities modernize and upgrade the small rural schools in the area to reasonable and acceptable levels, and to examine the potential for school consolidation or centralization, especially at the high school level.**

The current situation relating to educational programs and facilities, from the perspective of the Review Committee, requires immediate attention in terms of improvements and enhancements. The need for action locally is in the best interests of the students in terms of providing adequate and acceptable educational opportunities and learning environments.

The Review Committee recognizes and acknowledges the impact that the formation of a new school division will have on the existing school jurisdictions, especially in terms of assessment loss. While the existing jurisdictions will receive some compensation by way of equity funding, both Leduc and Wetaskiwin will experience a reduction in local wealth and capacity to raise additional funds to meet any shortfalls. The long-term financial ability of Leduc is questionable if the City of Leduc annexes the International Airport and the Nisku Industrial Park, and if the province implements the corporate assessment pooling proposal which would remove the Genesee plant from their tax base. Consequently, it may be appropriate to address certain options for the Leduc-Wetaskiwin area in the future, and it may be appropriate to address the long-term option of conducting a provincial review of municipal and educational boundaries.

TRANSITIONAL CONSIDERATIONS

The Review Committee's recommendations have focussed primarily on educational governance and administration for the Drayton Valley area. The Review Committee recognizes that there are a number of outstanding issues that need to be addressed within the context of implementing any educational and municipal changes. These transitional considerations include:

1. The determination and definition of area to be included in the new division and district for purposes of establishing boundaries.

2. The specification of effective dates and mechanics of incorporation (for example, January 1, 1989 for the new municipal district and September 1, 1989 for the new school division).

3. The determination and distribution of assets and liabilities between the new and former school and municipal authorities (with particular attention to facilities and outstanding debt).

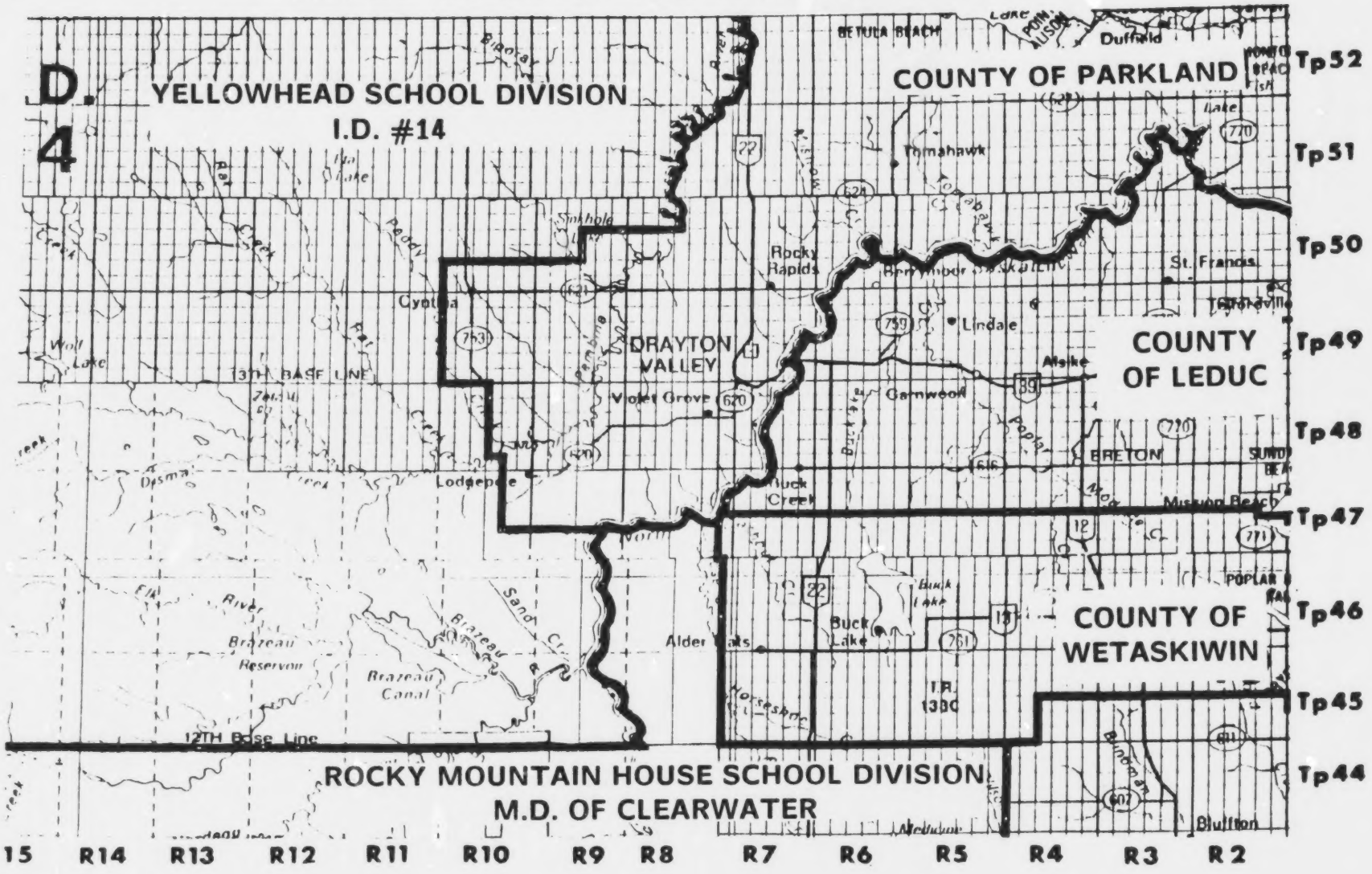
4. The resolution of other transitional issues relating to the revision of the tax assessment roles, the election of local officials, and the establishment of central administrations for the new school and municipal authorities.

APPENDIX A

AREA MAPS

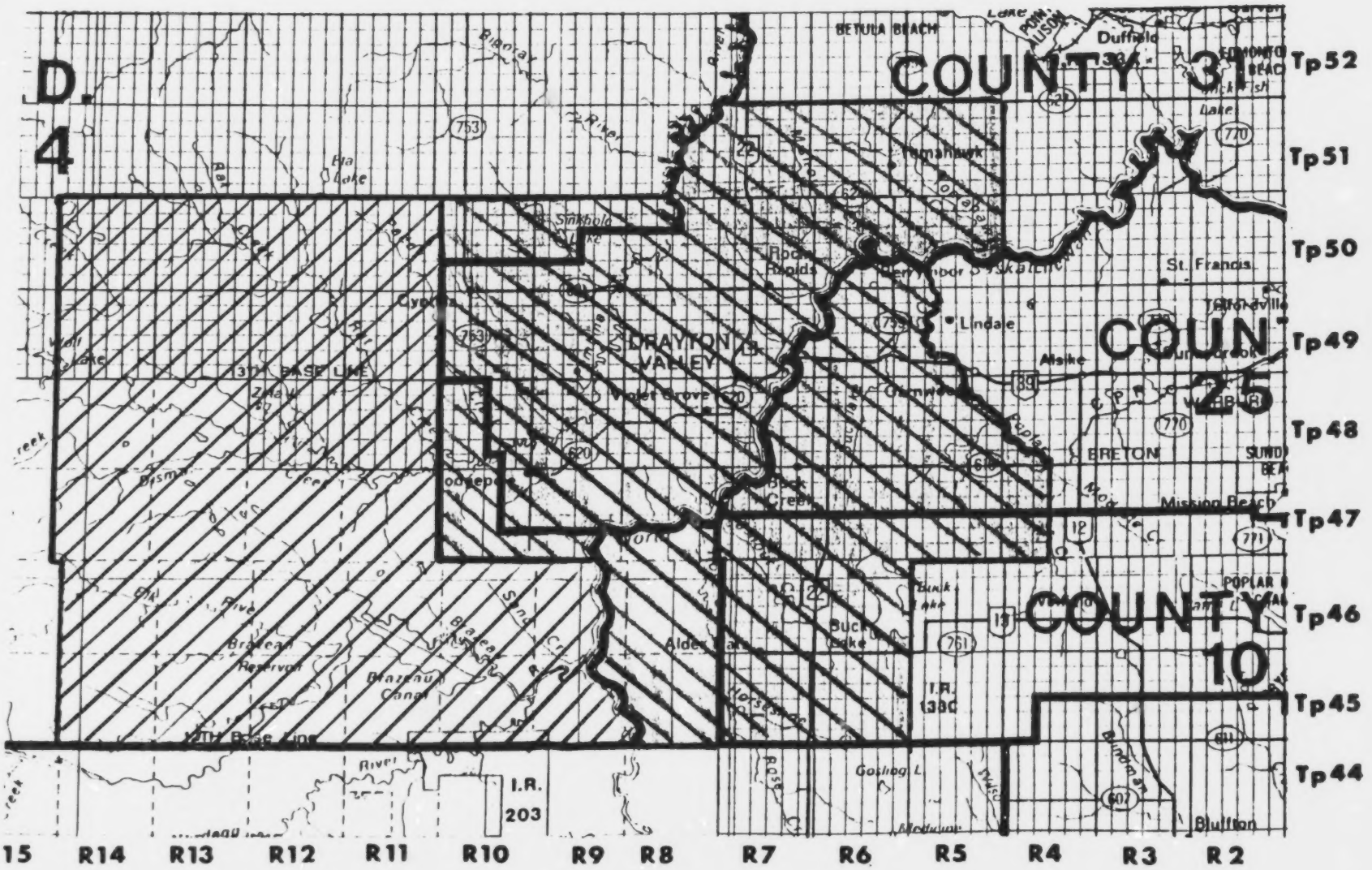
M A P 1

EXISTING MUNICIPAL AND EDUCATION BOUNDARIES



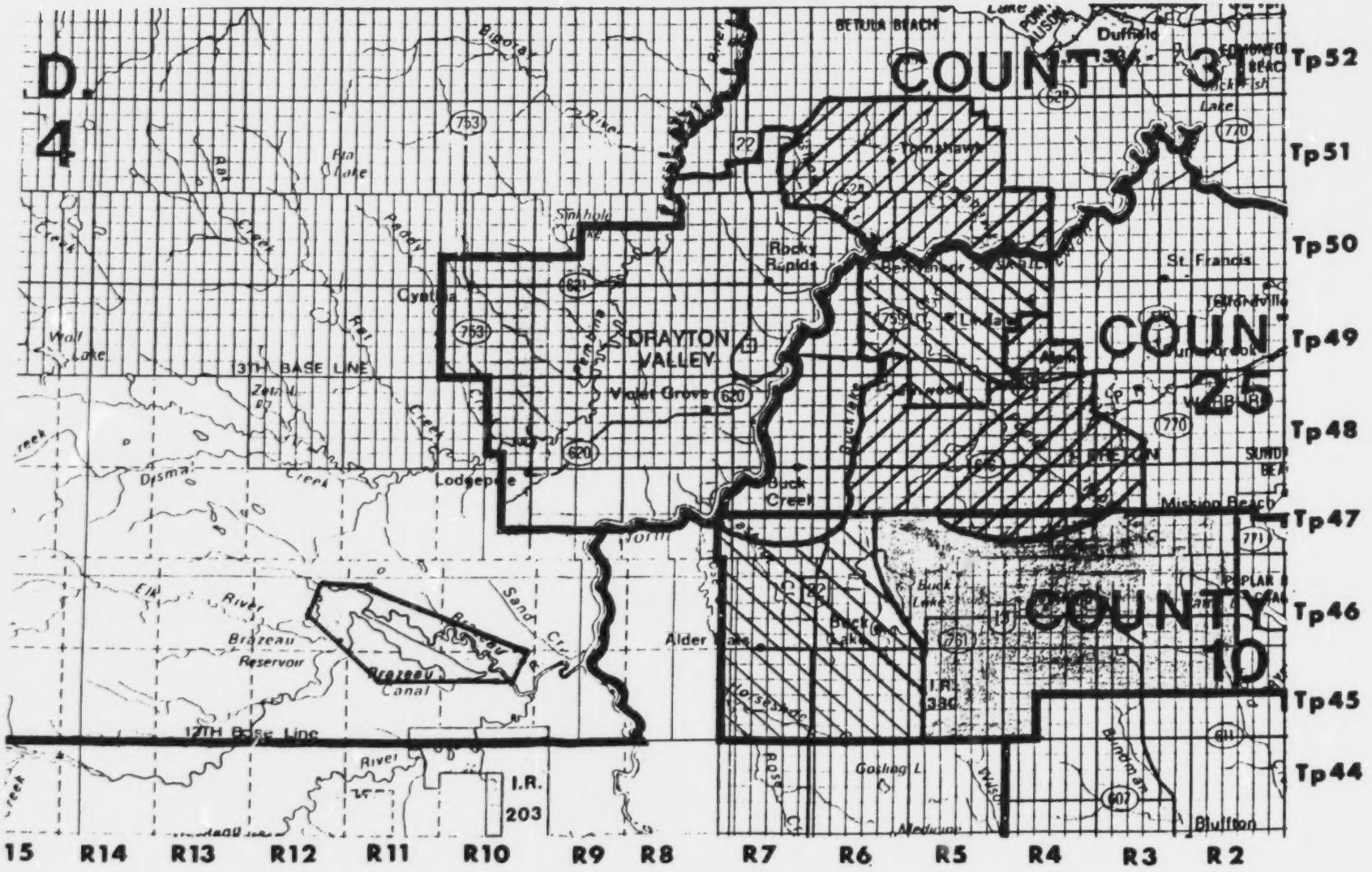
MAP 2

PROPOSED MUNICIPAL BOUNDARIES



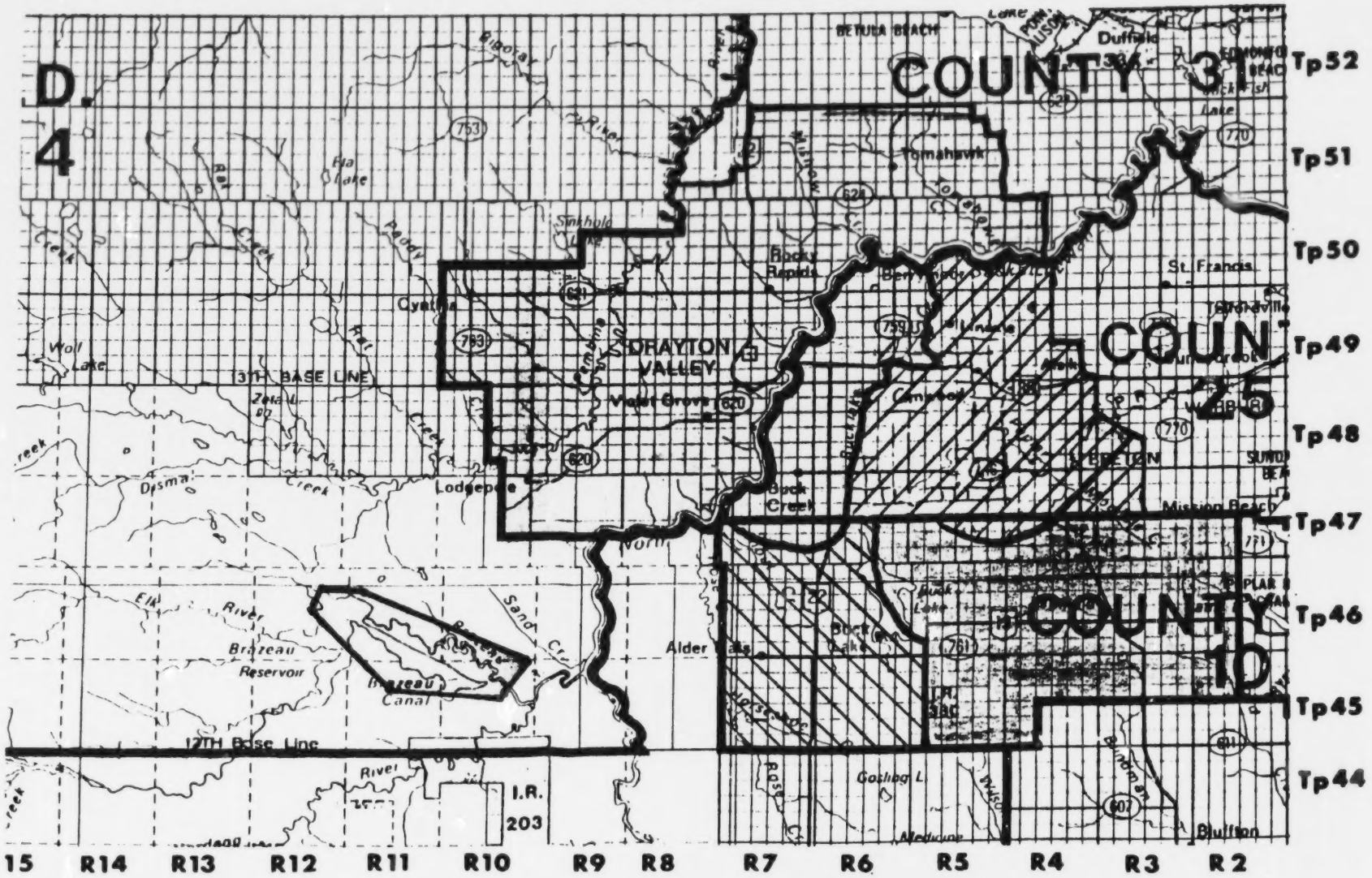
MAP 3

ELEMENTARY JUNIOR HIGH ATTENDANCE AREAS



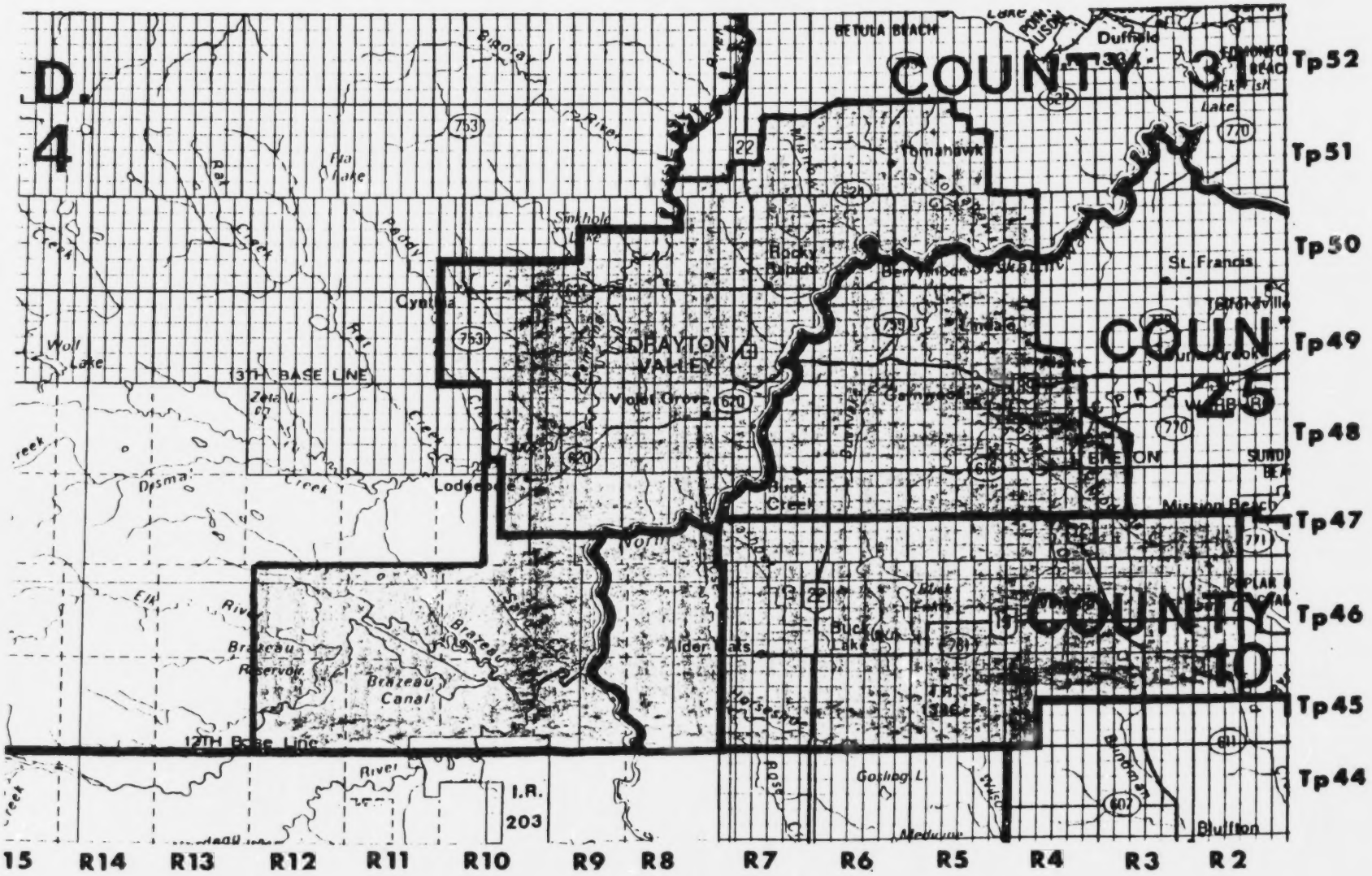
M A P 4

SENIOR HIGH SCHOOL ATTENDANCE AREAS



MAP 5

PROPOSED EDUCATION BOUNDARIES



APPENDIX B

PUBLIC NOTICE

FOR THE

DRAYTON VALLEY EDUCATION REVIEW

DRAYTON VALLEY EDUCATION REVIEW

The formation of a new municipal district in the Drayton Valley area could affect the delivery of education in school systems presently serving Drayton Valley and surrounding areas. The Minister of Education, in response to concerns expressed by the local school systems and a number of area residents, has appointed a Drayton Valley Education Review Committee, which will hold public meetings to gather information related to the delivery of education in the area. **The purpose of the meetings is to obtain the views and comments of area residents.**

The Review Committee will be available to meet with individuals or groups to allow any interested parties to present their views.

Individual/Group Meetings - 1:30 p.m. to 5:00 p.m.
Public Meetings commencing at 7:00 p.m.

October 5, 1987 - Frank Maddock School - Drayton Valley - 542-4401
October 6, 1987 - Tomahawk School - Tomahawk - 339-3935
October 7, 1987 - Lindale School - Lindale - 542-2433
October 8, 1987 - Breton High School - Breton - 696-3633
October 13, 1987 - Winfield School - Winfield - 682-3856
October 14, 1987 - Buck Lake School - Buck Lake - 388-3023
October 15, 1987 - Alder Flats School - Alder Flats - 388-3881

Persons or groups desiring to make presentations at the above individual or group meetings are requested to contact the school to be placed on the agenda. The Review Committee would appreciate receiving a written submission in support of the presentation. Written submissions regarding the education review will be accepted at the meetings or at the address below, no later than October 15, 1987.

Further information may be obtained from:

Frank Blonke (427-2952)
Chairman
Drayton Valley Education Review Committee
Edmonton Regional Office
Alberta Education
8th Floor, Harley Court
10045 - 111 Street
Edmonton, Alberta T5K 1K4

APPENDIX C

FINANCIAL AND STATISTICAL DATA

TABLE 1

TOTAL ENROLMENTS (GRADES 1 - 12) 1981-1987

School	1981	1982	1983	1984	1985	1986	1987
County of Wetaskiwin							
Total Enrolment	2,121	2,162	2,190	2,168	2,166	2,195	2,199
Alder Flats	160	160	152	142	149	143	137
Buck Lake	88	84	85	92	97	97	77
Winfield	232	232	241	230	215	217	194
Sub-Total For Area	480	476	478	464	461	457	408
% of Total Enrolment	23%	22%	22%	21%	21%	21%	19%
County of Leduc							
Total Enrolment	6,310	6,301	6,315	3,608	3,596	3,680	3,720
Breton High	192	197	183	176	159	171	165
Breton Elementary	186	193	174	169	167	148	151
Lindale	100	98	110	114	118	113	111
Sub-Total for Area	478	488	467	459	444	432	427
% of Total Enrolment	8%	8%	7%	13%	12%	12%	11%
County of Parkland							
Total Enrolment	10,092	9,953	10,134	10,106	10,111	10,263	10,197
Frank Maddock	521	505	485	466	477	475	478
H.W. Pickup	339	330	380	374	360	371	371
Drayton Valley "B"	279	287	344	354	364	393	395
Eldorado	439	454	394	404	412	412	409
Tomahawk	125	118	116	118	111	107	95
Sub-Total for Area	1,703	1,694	1,719	1,716	1,724	1,758	1,748
% of Total Enrolment	17%	17%	17%	17%	17%	17%	17%
Total Enrolment For Area	2,661	2,658	2,664	2,639	2,629	2,647	2,583

TABLE 2

1987 PUPIL-TEACHER RATIOS (P.T.R.)

School	Grades	Total Enrolment	Teachers	P.T.R.
County of Parkland				
Tomahawk	1-9	95	6.2	15.3
Eldorado	1-3	409	22.5	18.2
Evergreen	4-6	395	20.5	19.3
H.W. Pickup	7-9	371	19.3	19.2
Frank Maddock	10-12	478	24.5	19.5
Sub-Total		1,748	93.0	18.8
County Totals		10,199	553.3	18.4
County of Leduc				
Lindale	1-9	111	7.0	15.9
Breton Elementary	1-6	151	10.5	14.4
Breton High	7-12	165	11.0	15.0
Sub-Total		427	28.5	14.9
County Totals		3,720	226.0	16.5
County of Wetaskiwin				
Buck Lake	1-4	77	4.8	16.0
Alder Flats	5-9	137	9.2	14.9
Winfield	1-12	194	14.5	13.4
Sub-Total		408	28.5	14.3
County Totals		2,199	140.0	15.7
Total for Area Schools		2,583	147.0	17.6

NOTE: The provincial P.T.R. for 1987 is approximately 17.6.

TABLE 3

Junior High School Subjects, Enrolments and Course Time Allocations

	School and Enrolments																	
	Alder Flats			Winfield			Breton			Lindale			Tomahawk			Drayton		
GRADE	7	8	9	7	8	9	7	8	9	7	8	9	7	8	9	7	8	9
CORE COURSE																		
Language Arts	20	13	12	15	20	19	28	29	22	12	19	16	10	18	13	122	115	123
Mathematics	20	13	12	15	20	19	28	29	22	12	19	16	10	18	13	122	115	123
Physical Education	20	13	12	15	20	19	28	29	22	12	19	16	10	18	13	122	115	123
Health & Personal Life Skills	20	13	12	15	20	19	28	29	22	12	19	16	10	18	13	122	115	123
Science	20	13	12	15	20	19	28	29	22	12	19	16	10	18	13	122	115	123
Social Studies	20	13	12	15	20	19	28	29	22	12	19	16	10	18	13	122	115	123
COMPLEMENTARY COURSE																		
A. Pract & Tech Arts																		
Agriculture																		54
Computer Literacy		13	12	15	20	19										38	31	
Home Economics	10	6	6	16	20	19	16	16	16	12	19	16	8	10	4	34	90	84
Industrial Education	10	7	6	22	20	19	12	13	11	12	19	16	2	8	9	84	152	166
Typewriting			12			19			22									
FINE & PERFORMING ARTS																		
Art	20	3	6	8	10	13	5	4	3	12	19	12	10	18	13	39	88	50
Drama				15	20		6	8	8						13			38
Music (General)													10	18		23	23	17
Music (Choral)																		20
Music (Instrumental)	20	10	6	11	9	7										9		
SECOND LANGUAGES																		
French								29	22	12	19	16						
French N																33		
D. Religious or Ethical Studies																		
Religious Studies							28											
E. Other																		
Locally Developed																		
Outdoor Education							15	4										
Geography							2	13	11									
Basic Skills								52										

TABLE 3

Junior High School Subjects, Enrolments and Course Time Allocations

	School and Instructional Hour Allotments																	
	Alder Flats			Winfield			Breton			Lindale			Tomahawk			Drayton		
GRADE	7	8	9	7	8	9	7	8	9	7	8	9	7	8	9	7	8	9
CORE COURSE																		
Language Arts	194	203	152	175	175	175	200	200	200	235	235	235	222	222	203	189	189	189
Mathematics	152	143	152	125	125	125	125	125	125	125	125	125	203	203	152	189	189	189
Physical Education	76	76	76	103	103	103	100	100	100	87	87	87	76	76	89	75	75	75
Health and Personal Life Skills	51	51	51	49	49	49	50	50	50	50	50	50	44	44	76	63	63	63
Science	118	118	101	125	125	125	125	125	125	125	125	125	108	108	117	126	126	126
Social Studies	118	118	127	125	125	125	125	125	125	125	125	125	117	117	127	126	126	126
Total Core Hours	709	709	659	702	702	702	725	725	725	747	747	747	770	770	764	768	768	768
Home Economics	76	76	76	76	76	76	75	75	75	50	50	50	108	108	108	63	63	63
Industrial Education	76	76	76	76	76	76	75	75	75	50	50	50	108	108	108	63	63	63
Typewriting			76			76			75									
B. Fine & Perf Arts																		
Art	76	88	88	76	76	76	125	125	125	67	67	67	82	82	66	63	63	63
Drama				76	76		125	125	125						60			63
Music (General)													38	38		126	126	126
Music (Choral)																		126
Music (Instrumental)	97	88	88	76	76	76												
C. Second Langs.																		
French								75	75	60	60	60						
French N																126		
D. Religious or Ethical Studies																		
Religious Studies							75											
E. Other																		
Locally Developed																		
Outdoor Education							125	125										
Geography							125	125	125									
Basic Skills																	63	
Total Complementary Hours	325	404	480	456	456	456	725	725	675	227	227	227	336	336	342	504	441	567

TABLE 4

A Comparison of High School Subjects and Enrolments

Subject	School and Enrolment			
ACADEMIC	Alder Flats	Winfield	Breton	Drayton
Accounting 10		3	8	78
Accounting 20			5	22
Accounting 30				14
Art 10				52
Art 20				22
Art 30				15
Biology 10	17	8	23	101
Biology 20	13	10	18	72
Biology 30	11	9	12	52
Basic Business 20				19
Business Education 10			17	
Chemistry 10	17	12	23	86
Chemistry 20	11	8	16	54
Chemistry 30	9	8	12	25
Communication 21A			10	
Computer Literacy 10	9			
Computer Processing 10		15	19	59
Computer Processing 20	5	5	15	12
Computer Processing 30	3			
Drama 10			15	23
Drama 20			7	12
Drama 30			1	6
Driver Education 10			10	
EC for Consumers 20				18
English 10	14	13	28	112
English 13	3		6	57
English 20	9	15	24	94
English 23	4		11	48
English 30	8	11	15	122
English 33	2		8	48
Food Studies 10		7	12	12
Food Studies 20		2		
Food Studies 30		2		
French 10		2	20	79
French 20		4	11	52
French 30			6	36
General Psych 20				37
General Sociol 20		8	15	
Law 20			15	72
Local & Can Geog 20			11	29
Macro-Economics 30			10	
Mathematics 10	14	9	26	102
Mathematics 13	3		6	72
Mathematics 15		3	4	31
Mathematics 20	9	8	13	84
Mathematics 23	4		5	67
Mathematics 25		8	4	
Mathematics 30	8	7	14	83
Mathematics 31			4	14
Mathematics 33	3		4	46
Music 10				20
Music 11	13			20
Music 20				15
Music 21	3	6		15
Music 30				5
Music 31	5	3		5

TABLE 4

A Comparison of High School Subjects and Enrolments

ACADEMIC Cont'd.	Alder Flats	Winfield	Breton	Drayton
Office Procedures 30				14
Personal Living Skills 30				48
Personal Psych 20				57
Physical Ed 10	17	12	34	158
Physical Ed 20	13	9	15	47
Physical Ed 30		7		34
Physics 10	14	2	9	78
Physics 20	7	2	9	67
Physics 30	8		6	40
Reading 10			7	25
Recordkeeping 10	9			
Science 11			12	60
Social Studies 10	17	12	34	172
Social Studies 20	13	18	18	109
Social Studies 30	11	11	20	86
Typewriting 10	17	6	21	124
Typewriting 20	8		7	45
Typewriting 30	2		2	21
Western Can Hist 20			11	
Word Processing 30				14
World History 30			10	

VOCATIONAL	Alder Flats	Winfield	Breton	Drayton
Automotives 22A				25
Automotives 22B				25
Automotives 22C				25
Automotives 32A				16
Automotives 32B				16
Automotives 32C				16
Beauty Culture 12				20
Beauty Culture 22A				8
Beauty Culture 22B				8
Beauty Culture 22C				8
Beauty Culture 32A				5
Beauty Culture 32B				5
Beauty Culture 32C				5
Beauty Culture 32D				10
Clothing & Textls 10			17	
Clothing & Textls 20			6	
Clothing & Textls 30			3	
Horticulture 12				33
Industrial Ed 10A		10	18	19
Industrial Ed 20A		3	16	
Industrial Ed 30A			6	
Mechanics 12				56
Special Projects 10	3	3	8	20
Special Projects 20				20
Special Projects 30				10
Welding 12				33
Welding 22A				12
Welding 22B				12
Welding 22C				12
Welding 32A				8
Welding 32B				8
Welding 32C				8
Work Experience 15	4	11		10
Work Experience 25	9	1	8	56
Work Experience 35	4	5	5	56

TABLE 4

A Comparison of High School Subjects and Enrolments

CREDITS	Alder Flats	Winifield	Breton	Drayton
Grade 10	59	72	96	148
Grade 11	53	61	91	166
Grade 12	58	40	79	156
TOTAL	170	173	266	470

NUMBER OF COURSES	Alder Flats	Winifield	Breton	Drayton
Academic	36	35	54	64
Vocational	4	6	9	30
TOTAL	40	41	63	94

COURSE ENROLMENTS	Alder Flats	Winifield	Breton	Drayton
Academic	333	266	698	3318
Vocational	20	33	87	565
TOTAL	353	299	785	3883

AVERAGE ENROLMENTS PER CLASS	Alder Flats	Winifield	Breton	Drayton
Academic	9.25	7.60	12.93	51.84
Vocational	5.00	5.50	9.67	18.83
AVERAGE	8.83	7.29	12.46	41.31

TABLE 5

PER PUPIL REVENUES AND EXPENDITURES

Jurisdiction	Total Enrolment	Revenues		Expenditures	
		Amount	Per Pupil	Amount	Per Pupil
		1985			
County of Wetaskiwin	2,166	10,360,809	4,783	10,363,509	4,785
County of Leduc	3,596	17,372,077	4,831	16,888,656	4,697
County of Parkland	10,111	46,180,372	4,567	46,596,928	4,609
Province	423,244	1,908,728,079	4,510	1,914,062,836	4,522
		1986			
County of Wetaskiwin	2,195	10,772,938	4,908	10,707,574	4,878
County of Leduc	3,680	18,719,986	5,087	18,953,287	5,150
County of Parkland	10,263	49,736,995	4,846	49,621,479	4,835
Province	426,987	2,005,393,735	4,694	2,004,694,572	4,695
		1987			
County of Wetaskiwin	2,199	10,847,335	4,933	10,912,700	4,963
County of Leduc	3,720	18,788,900	5,051	18,788,900	5,051
County of Parkland	10,197	50,170,054	4,920	50,170,054	4,920
Province	427,910	2,012,329,790	4,703	2,017,217,435	4,714

TABLE 6

1985 REVENUES AND EXPENDITURES

	COUNTY OF WETASKIWIN	COUNTY OF LEDUC	COUNTY OF PARKLAND	PROVINCE
Total Enrolment (Sept. 30/85)	2,166	3,596	10,111	423,244
Revenue (Dollars)				
Provincial Grants	6,369,098	10,955,784	30,349,368	1,222,357,114
Supplementary Requisition	2,936,552	5,913,268	13,550,414	582,524,786
Other Revenue	1,055,159	503,025	2,280,590	103,846,179
Total Revenue	10,360,809	17,372,077	46,180,372	1,908,728,079
Per Pupil	4,783	4,831	4,567	4,510
Expenditures (Dollars)				
Instruction	5,635,408	10,188,194	26,490,664	1,237,857,115
Administration	479,226	785,726	1,896,928	94,340,760
Operations/Maintenance	1,310,384	1,468,920	5,272,599	229,224,254
Transportation	1,517,499	2,070,167	3,285,803	103,014,642
Capital/Debt Services	1,380,992	2,375,649	9,650,934	249,626,065
Total Expenditures	10,323,509	16,888,656	46,596,928	1,914,062,836
Per Pupil	4,766	4,697	4,609	4,522
Surplus/Deficit				
Surplus/Deficit	37,300	483,421	(416,556)	(5,337,757)
Accumulated	(4,797)	15,235	(114,461)	44,805,161
Revenues (Percentages)				
Provincial Grants	61.5%	63.1%	65.8%	64.1%
Supplementary Requisition	28.3%	34.0%	29.3%	30.5%
Other Revenue	10.2%	2.9%	4.9%	5.4%
Expenditures (Percentages)				
Instruction	54.6%	60.3%	56.8%	64.7%
Administration	4.6%	4.6%	4.1%	4.9%
Operations/Maintenance	12.7%	8.7%	11.3%	12.0%
Transportation	14.7%	12.3%	7.1%	5.4%
Capital/Debt Services	13.4%	14.1%	20.7%	13.0%

TABLE 7

1986 REVENUES AND EXPENDITURES

	COUNTY OF WETASKIWIN	COUNTY OF LEDUC	COUNTY OF PARKLAND	PROVINCE
Total Enrolment (Sept. 30/86)	2,195	3,680	10,263	426,987
Revenue (Dollars)				
Provincial Grants	6,849,613	12,159,661	32,032,792	1,283,911,096
Supplementary Requisition	3,075,114	6,149,800	15,420,902	623,420,867
Other Revenue	848,211	410,525	2,283,301	98,061,772
Total Revenue	10,772,938	18,719,986	49,736,995	2,005,393,735
Per Pupil	4,908	5,087	4,846	4,694
Expenditures (Dollars)				
Instruction	6,001,683	11,423,386	28,765,902	1,315,079,639
Administration	598,528	820,785	2,117,119	106,461,309
Operations/Maintenance	1,250,549	1,633,844	5,316,075	239,035,711
Transportation	1,518,741	2,133,780	3,380,819	106,036,315
Capital/Debt Services	1,338,073	2,941,492	10,041,564	238,081,538
Total Expenditures	10,707,574	18,953,287	49,621,479	2,004,694,572
Per Pupil	4,878	5,150	4,835	4,695
Surplus/Deficit				
Surplus/Deficit	65,364	(233,301)	115,516	699,163
Accumulated	60,567	(267,372)	1,055	45,504,324
Revenues (Percentages)				
Provincial Grants	63.6%	65.0%	64.4%	64.0%
Supplementary Requisition	28.5%	32.9%	31.0%	31.1%
Other Revenue	7.9%	2.1%	4.6%	4.9%
Expenditures (Percentages)				
Instruction	56.0%	60.3%	58.0%	65.6%
Administration	5.6%	4.3%	4.2%	5.3%
Operations/Maintenance	11.7%	8.6%	10.7%	11.9%
Transportation	14.2%	11.3%	6.8%	5.3%
Capital/Debt Services	12.5%	15.5%	20.3%	11.9%

TABLE 8

1987 BUDGET REVENUES AND EXPENDITURES

	COUNTY OF WETASKIWIN	COUNTY OF LEDUC	COUNTY OF PARKLAND	PROVINCE
Total Enrolment (Sept. 30/87)	2,199	3,720	10,197	427,910
Revenue (Dollars)				
Provincial Grants	6,679,695	11,676,000	30,772,323	1,240,159,763
Supplementary Requisition	3,324,295	6,632,400	16,978,469	671,222,059
Other Revenue	843,345	480,500	2,416,262	100,947,968
Total Revenue	10,847,335	18,788,900	50,170,054	2,012,329,790
Per Pupil	4,933	5,051	4,920	4,703
Expenditures (Dollars)				
Instruction	6,329,435	11,599,300	28,773,766	1,325,311,854
Administration	616,635	919,100	2,099,374	104,895,307
Operations/Maintenance	1,271,980	1,545,400	5,398,243	241,539,599
Transportation	1,592,895	2,213,500	3,153,676	104,895,306
Capital/Debt Services	1,101,755	2,511,600	10,744,995	240,575,369
Total Expenditures	10,912,700	18,788,900	50,170,054	2,017,217,435
Per Pupil	4,963	5,051	4,920	4,714
Surplus/Deficit				
Surplus/Deficit	(65,365)	—	—	(4,887,645)
Accumulated	(2,798)	(267,372)	1,055	40,616,679
Revenue (Dollars)				
Provincial Grants	61.6%	62.1%	61.3%	61.6%
Supplementary Requisition	30.6%	35.3%	33.8%	33.4%
Other Revenue	7.8%	2.6%	4.8%	5.0%
Expenditures (Dollars)				
Instruction	58.0%	61.7%	57.3%	65.7%
Administration	5.6%	4.9%	4.2%	5.3%
Operations/Maintenance	11.7%	8.2%	10.8%	11.9%
Transportation	14.6%	11.8%	6.3%	5.2%
Capital/Debt Services	10.1%	13.4%	21.4%	11.9%

NOTE: The County of Wetaskiwin's 1987 budget is based on the calendar year, while the budgets for the other jurisdictions and the province are based on the 1987/88 school year.

TABLE 9

ASSESSMENTS AND REQUISITIONS

Jurisdiction	Resident Pupil Enrolment	Adjusted Equalized Assessment		Supplementary Requisition		Net Mill Rate
		Amount	Per Pupil	Amount	Per Pupil	
1985						
Wetaskiwin	2,384	99,603,409	41,779	2,936,552	1,231	29.48
Leduc	4,175	195,956,290	46,935	5,913,268	1,416	30.18
Parkland	10,009	502,034,490	50,158	13,550,414	1,353	26.99
Province	423,139	21,494,180,936	50,796	584,919,202	1,382	27.20
1986						
Wetaskiwin	2,387	105,821,213	44,332	3,075,114	1,288	29.06
Leduc	4,327	186,357,912	43,068	6,149,800	1,421	33.00
Parkland	10,162	540,104,727	53,149	15,420,902	1,517	28.55
Province	425,101	20,551,792,090	48,345	623,420,867	1,466	30.30
1987						
Wetaskiwin	2,387	109,375,498	45,821	3,324,296	1,392	30.39
Leduc	4,327	188,112,222	43,474	6,334,294	1,463	33.67
Parkland	10,162	549,431,020	54,067	16,779,916	1,651	30.54
Province	425,101	20,316,945,249	47,793	658,909,578	1,550	32.40

NOTE: The 1986 resident pupil counts are used in the 1987 calculations.

TABLE 10

COMPARATIVE 1987 ASSESSMENT AND REQUISITION DATA

	PARKLAND	LEDUC	WETASKIWIN	ROCKY MOUNTAIN	YELLOWHEAD	PROVINCE
1986 Resident Pupils	10,162	4,327	2,387	2,935	4,491	423,204
Total Equalized Assessment						
- Amount ($000)	303,206	139,731	83,928	112,562	222,402	18,612,054
- $ Per Pupil	29,837	32,293	35,160	38,352	49,522	43,783
Total Supplementary Requisition						
- Amount	16,780	6,334	3,324	3,456	8,440	658,910
- Mill Rate	55.34	45.33	39.61	30.70	37.95	35.40
- $ Per Pupil	1,651	1,463	1,392	1,177	1,879	1,556
E.P. & P.L. Tax ($000)	7,520	1,629	773	1,900	3,499	55,239
Net Requisition						
- ($000)	9,260	4,705	2,551	1,556	4,941	603,671
- Rate	30.54	33.67	30.39	13.82	22.22	32.40
- $ Per Pupil	911	1,087	1,068	529	1,100	1,426
Adjusted Equalized Assessment						
- Amount ($000)	549,431	188,112	109,376	250,051	379,871	20,316,945
- $ Per Pupil	54,067	43,474	45,821	85,196	85,584	48,007

TABLE 11

ESTIMATED 1987 ADJUSTED EQUALIZED ASSESSMENTS FOR AREA

Jurisdiction	Adjusted Equalized Assessment ($000)	% of Jurisdiction's Adjusted Equalized Assessment
County of Parkland	549,431	—
Drayton Valley	33,238	6.0
County (Rural)	74,005	13.5
Sub-Total	107,243	19.5
Yellowhead S. Div.	379,870	—
Range 11	20,986	5.5
Range 12	7,912	2.1
Sub-Total	28,898	7.6
Rocky Mountain House	250,053	—
Rose Creek Area	4,920	2.0
County of Leduc	188,122	—
Buck Creek	16,580	8.8
Breton-Lindale	17,017	9.1
Village of Breton	2,269	1.2
Sub-Total	35,866	19.1
County of Wetaskiwin	109,375	—
Alder Flats/Buck Lake	13,054	11.9
Winfield	10,500	9.6
Sub-Total	23,554	21.5
Total for Existing Area	1,476,851	—
Total for New Area	200,481	13.6

TABLE 12

SCHOOL FACILITY UTILIZATION
(As At August 21, 1987)

Jurisdiction/School	Net Capacity	Total Enrolment	% Utilization
Parkland	13,045	10,263	79.00
Drayton Valley "B"	385	393	102.08
Eldorado	445	412	92.58
Frank Maddock	740	475	64.19
H.W. Pickup	475	371	78.11
Tomahawk	150	111	74.00
Sub-Total	2,195	1,758	80.09
% of System	16.85	17.13	—
Leduc	4,855	3,680	75.80
Breton Elementary	175	148	84.57
Breton High	340	171	50.29
Lindale	50	113	226.00
Sub-Total	565	432	76.46
% of System	11.63	11.74	—
Wetaskiwin	3,045	2,195	72.09
Winfield	225	143	63.65
Buck Lake	100	97	97.00
Alder Flats	415	217	52.27
Sub-Total	740	457	61.76
% of System	24.30	20.82	—
Total for Area Schools	3,500	2,647	75.63

NOTE: The current provincial utilization rate is approximately 73.8%.

TABLE 13

OUTSTANDING DEBT
(AS AT OCTOBER 23, 1987)

Schools	Supported Portion Principal	Interest	Total	Unsupported Portion Principal	Interest	Total	Outstanding Debt Total	% Supported
COUNTY OF WETASKIWIN								
Buck Lake	44,226	32,727	76,953	—	—	—	76,953	100%
Winfield	92,294	52,739	111,033	2,989	538	3,527	148,560	97.6%
Area Schools	136,520	85,446	221,986	2,989	538	3,527	225,513	98.4%
Jurisdiction	4,691,471	6,430,870	11,122,341	821,031	899,607	1,720,640	12,842,981	86.6%
COUNTY OF LEDUC								
Breton High	5,509	557	6,066	670	50	720	6,786	89.4%
Breton Elem	425,603	500,533	926,136	253,490	218,375	471,865	1,398,001	66.3%
Area Schools	431,112	501,090	932,202	254,160	218,425	472,585	1,484,787	66.4%
Jurisdiction	8,408,310	9,110,813	17,519,123	3,765,048	3,726,441	7,491,489	25,010,612	70.0%

TABLE 13

OUTSTANDING DEBT
(AS AT OCTOBER 23, 1987)

Schools	Supported Portion Principal	Interest	Total	Unsupported Portion Principal	Interest	Total	Outstanding Debt Total	% Supported
				COUNTY OF PARKLAND				
Frank Maddock	2,275,145	2,995,678	5,270,823	1,022,586	1,351,718	2,374,304	7,645,127	68.9%
Drayton Valley	1,647,336	2,307,828	3,955,164	262,672	394,108	656,780	4,611,944	85.8%
Eldorado	77,189	117,149	194,338	26,833	21,709	48,542	242,880	89.4%
Tomahawk	52,739	70,160	122,899	86,232	132,266	218,498	341,397	36.0%
Area Schools	4,052,409	5,490,815	9,543,224	1,398,323	1,899,801	3,298,124	12,841,348	74.3%
Jurisdiction	29,416,200	40,372,198	69,788,398	17,738,904	19,405,694	37,144,602	106,933,000	65.3%
Total For Area Schools	4,620,041	6,077,351	10,697,392	1,655,472	2,118,784	3,774,256	14,471,648	73.9%

NOTE: The outstanding debt for area schools represents approximately 12.0% of Parkland's total outstanding debt; 5.6% of Leduc's; and 1.8% of Wetaskiwin's.

TABLE 14

1986/87 TRANSPORTATION DATA

	County of Parkland	County of Leduc	County of Wetaskiwin
Expenditure	$3,159,941	$2,031,164	$1,518,741
Revenue	$2,139,623	$1,323,471	$1,019,213
Net Operating Cost	$1,020,318	$ 707,693	$ 499,528
Government Support %	67.7%	65.2%	67.1%
Number of Buses	128	65	53
Total Eligible Km	2,631,084	1,594,602	1,277,044
Cost Per Eligible Km	$1.20	$1.27	$1.19
Weighted Passenger Count	9,116	3,485	2,433
Load Factor	127.5%	91.7%	91.1%

TABLE 15

PROJECTED 1987 REVENUES AND EXPENDITURES

	WETASKIWIN	LEDUC	PARKLAND	DRAYTON VALLEY	PROVINCE
Total Enrolments (Sept. 30/87)	1,791	3,293	8,449	2,583	427,910
Revenues (Dollars)					
Total Provincial Grants	5,581,680	10,880,075	26,369,330	8,139,275	1,240,159,763
Supplementary Requisition	2,606,645	5,726,130	13,206,800	4,069,310	671,222,059
Other Revenue	692,555	367,525	1,875,680	594,940	100,947,968
Total Revenue	8,880,880	16,983,730	41,983,730	12,803,525	2,012,329,790
Per Pupil	4,959	5,158	4,906	4,957	4,703
Expenditures (Dollars)					
Instruction	4,891,126	10,221,472	23,682,547	7,340,524	1,325,311,854
Administration	488,397	734,339	1,740,494	566,693	104,895,307
Operations/Maintenance	1,019,730	1,462,092	4,376,582	1,327,612	241,539,599
Transportation	1,237,988	1,909,940	2,779,721	1,105,088	104,895,306
Capital/Debt Services	1,091,290	2,631,107	8,263,122	2,299,597	240,575,369
Total Expenditures	8,728,531	16,958,950	40,842,466	12,639,514	2,017,217,435
Per Pupil	4,874	5,150	4,834	4,893	4,714
Revenues (Percentages)					
Total Provincial Grants	62.9%	64.1%	63.6%	63.6%	61.6%
Supplementary Requisition	29.3%	33.7%	31.9%	31.8%	33.4%
Other Revenue	7.8%	2.2%	4.5%	4.6%	5.0%
Expenditures (Percentages)					
Instruction	56.0%	60.3%	58.0%	58.1%	65.7%
Administration	5.6%	4.3%	4.3%	4.5%	5.3%
Operations/Maintenance	11.7%	8.6%	10.7%	10.5%	11.9%
Transportation	14.2%	11.3%	6.8%	8.7%	5.2%
Capital/Debt Services	12.5%	15.5%	20.2%	18.2%	11.9%

TABLE 16

ESTIMATED IMPACT ON 1987 ADJUSTED EQUALIZED ASSESSMENTS

Jurisdiction/Area	ACTUAL SYSTEM 1986 Resident Pupils	ACTUAL SYSTEM Equalized Assessment ($000)	ACTUAL SYSTEM Assessment Per Pupil	DIMINISHED SYSTEM 1986 Resident Pupils	DIMINISHED SYSTEM Equalized Assessment ($000)	DIMINISHED SYSTEM Assessment Per Pupil
County of Parkland	10,162	549,431	54,067	---	---	---
Drayton Valley	1,663	33,328	20,041	8,499	516,103	60,725
County Rural	1,758	107,243	61,003	8,404	442,188	52,666
Yellowhead S. Div.	4,491	379,870	84,584	---	---	---
Range 11	---	20,986	---	4,491	358,884	79,912
Range 12	---	28,898	---	4,491	350,972	78,151
Rocky Mountain House	2,935	250,053	85,196	---	---	---
Rose Creek Area	---	4,920	---	2,935	245,151	83,526
County of Leduc	4,327	188,122	43,474	---	---	---
Buck Creek	112	16,580	148,036	4,215	171,542	44,041
Breton-Lindale	427	35,866	83,995	3,900	152,256	39,090
County of Wetaskiwin	2,387	109,375	45,821	---	---	---
Alder Flats/Buck Lake	214	13,054	61,000	2,173	96,321	49,907
Winfield	408	23,554	57,731	1,979	85,821	44,466
POTENTIAL FOR AREA	---	---	---	2,583	200,481	77,616

TABLE 17

1987 ADJUSTED EQUALIZED ASSESSMENTS AND THE SFPF LEVY

Jurisdiction/Area	Adjusted Equalized Assessment ($000)	Assessment Subject to the SFPF Levy Amount ($000)	% of Total
County of Parkland	549,431	353,197	64.28
Drayton Valley	74,005	59,376	80.23
County Rural	33,238	12,713	38.25
Sub-Total	107,243	72,089	67.22
Yellowhead S. Div.	379,870	304,423	80.93
Range 11	20,986	20,057	95.57
Range 12	7,912	7,501	94.81
Sub-Total	28,898	27,558	95.36
Rocky Mountain House	250,053	214,610	85.83
Rose Creek Area	4,920	4,920	100.00
County of Leduc	188,122	100,483	53.41
Buck Lake	16,580	15,000	90.47
Breton-Lindale	17,017	13,000	76.39
Village of Breton	2,269	0.805	35.48
Sub-Total	35,866	28,805	80.31
County of Wetaskiwin	109,375	46,085	42.31
Alder Flats/Buck Lake	13,054	9,619	73.69
Winfield	10,500	6,808	64.84
Sub-Total	23,554	16,427	69.74
Total for Existing Area	1,476,851	1,018,798	68.98
Total for New Area	200,481	149,799	74.72

TABLE 18

ESTIMATED IMPACT ON EQUITY FUNDING

Jurisdiction	1984 Equity Grant Base	1987 Equity Grant	1988 Equity Potential	1988 Equity Grant Base
Wetaskiwin	218,190	327,285	236,028	236,028
Revised			247,070	247,070
Change			11,042	11,042
Leduc	139,197	243,595	639,535	447,674
Revised			1,004,634	502,317
Change			365,099	54,643
Parkland	53,600	110,031	—	55,016
Revised			—	82,523
Change			—	27,507
Rocky Mtn House	32,004	16,002	—	9,601
Revised			—	16,002
Change			—	6,401
Yellowhead	211,513	105,757	—	63,454
Revised			—	105,757
Change			—	42,303
Overall Change	—	—	376,141	141,896

TABLE 19

TRANSPORTATION IMPACT SUMMARY - 1986/87

	COUNTY OF PARKLAND		COUNTY OF LEDUC			COUNTY OF WETASKIWIN		
				Diminished			Diminished	
	Actual	Diminished	Actual	Buck Creek	Breton	Actual	AF/EL	Winfield
Expenditure	3,159,941	2,524,474	2,031,164	1,903,697	1,581,704	1,518,741	1,349,242	1,236,123
Revenue	2,139,623	1,732,960	1,323,471	1,238,031	1,035,053	1,019,213	917,038	834,355
Net Operating Cost	1,020,318	791,514	707,693	665,666	546,651	499,528	432,204	401,768
% Gov't Support	67.7%	68.6%	65.2%	65.1%	65.4%	67.1%	68.0%	67.5%
Number of Buses	128	106	65	61	47	53	47	43
Eligible Km	2,631,084	2,106,874	1,594,602	1,478,794	1,218,414	1,277,044	1,152,870	1,044,394
Cost Per Eligible Km	1.20	1.19	1.27	1.28	1.29	1.19	1.17	1.18
Weighted Passenger Count	9,116	7,763	3,485	3,279	2,873	2,433	2,187	2,026
Load Factor	127.5%	130.2%	91.7%	91.3%	92.0%	91.1%	91.8%	92.7%